RE: AGENDA ITEM NO. 11
Planning Committee
Meeting - May 11, 1989

SCARBOROUGH TRANSPORTATION CORRIDOR STUDY

Scarborough Planning Department
Scarborough Works Department
May 1989

89-05670

SCARBOROUGH TRANSPORTATION CORRIDOR STUDY

May 1989

Prepared by: Scarborough Planning Department
Scarborough Works Department

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SCARBOROUGH PLANNING DEPARTMENT

TO:
CHAIRMAN AND MEMBERS OF THE
SCARBOROUGH PLANNING COMMITTEE

RE: SCARBOROUGH TRANSPORTATION CORRIDOR

Reference: W88056

May 3, 1989 Agenda: May 11, 1989

EXECUTIVE SUMMARY

1. BACKGROUND

On January 15, 1980 Metro Council adopted the Metro Official Plan, which included the Scarborough Transportation Corridor (Figure 1). Because the City of Toronto objected to the designation of the Corridor, the Minister of Housing, when approving Metro's Official Plan on October 10, 1980, deferred approval of the Scarborough Transportation Corridor.

Scarborough's Official Plan, when adopted in 1957, included the designation of a Scarborough Expressway. In 1982, Scarborough's Official Plan was amended to redesignate the Scarborough Expressway as the Scarborough Transportation Corridor.

On January 15, 1985, Scarborough Council adopted Official Plan Amendment No. 643 which deleted all references to the Scarborough Transportation Corridor and replaced it with a Special Study Area designation. Scarborough Council had previously requested Metro to rescind all portions of the Metropolitan Official Plan pertaining to the Corridor and to sell all lands held for the purpose of the Corridor. The possibility of a narrower Transit Corridor was to be retained until January of 1987, at which time it would automatically cease to apply unless a Provincial commitment was made to the GO ALRT transit line, which was then being considered.

In June of 1985, Metro Council responded by reaffirming its support for the protection of the Scarborough Transportation Corridor, its proposed designation in the Metropolitan Official Plan, and the continued acquisition of land "where hardship for the property owner is evident or where development proposals might preclude future acquisition of such property or

SCARBOROUGH TRANSPORTATION CORRIDOR

FILE No. W88056

SCARBOROUGH PLANNING DEPARTMENT

DRAWN BY K.P. DATE APR. 27, 1989

0 2500 metres

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FIGURE 1

AC E: STC3
R: STC-1

significantly escalate its price". Metro requested that Scarborough's Official Plan Amendment be referred to the Ontario Municipal Board. Metro Council further directed its staff to undertake studies to:

- determine the general width of the Corridor to be protected;

- to review Metro-owned lands to identify any potentially developable lands which could be declared surplus and sold;

- to develop an enhanced program for maintenance and management of Metro's corridor properties; and

- to study "appropriate interim uses to maximize the short and medium term utilization of Corridor lands".

On September 7, 1988, Metro staff tabled a report "Scarborough Transportation Corridor Right-of-Way Requirements and Property Management", outlining its recommendations on the above-noted directions. Specifically, it was recommended that the Minister of Municipal Affairs be requested to refer Scarborough's Official Plan Amendment No. 643, (which deletes the Corridor), to the Ontario Municipal Board. The Board would also be requested to deal with the approval of the still deferred designation of the Corridor in Metroplan, and Metro's application for permission to continue acquisition of lands for the Corridor.

At Scarborough's request, Metro Council's consideration of these recommendations has been deferred pending a response from Scarborough and Toronto Councils. Scarborough Council has directed the Commissioner of Planning to "undertake a review of the Scarborough Transportation Corridor and to report back to Planning Committee and Council". A night meeting of Council has been scheduled for May 23, 1989 at 7:30 p.m.

This report brings forward recommendations on the question of an updated Scarborough position on the issue of the Corridor, and comments on Metro staff's proposed land use recommendations.

DISCUSSION

To understand Metro's current position on the Scarborough Transportation Corridor there are a number of basic points which should be noted:

- Metro has no specific plans to build any particular transportation facility within the Corridor. Metro simply wants to keep its options open.

- Metro has not specifically identified a current or future need for a transportation facility within the Corridor.

- Metro's Official Plan specifically precludes the construction of additional expressways in Metro, but Metro staff are recommending the protection of a Corridor wide enough to accommodate an expressway.

- Metro owns most of the Corridor east of St. Clair Avenue, but only a small percentage of the Corridor west of St. Clair Avenue.

Our current review, unlike the 1983/84 Study, has not attempted to develop an absolute estimate of the number of trips which might be served by the various facilities which could be developed in the Corridor. Instead, we have attempted a more qualitative analysis of the opportunities presented by the Corridor versus the implications of keeping those options open.

When it comes to keeping options open, it should be noted that west of St. Clair Avenue no major facility could be implemented without removing rows of houses and some industries. In this part of Scarborough, the Corridor is similar to the section of the former Expressway Corridor in the City of Toronto, dropped by Metro in the mid 1970's.

Metro's proposal, for this section of the Corridor, therefore, is to purchase houses and industries for some future unknown transportation use in the hope that the Corridor achieved by removing those houses and industries will be suitable for whatever use is ultimately proposed for the Corridor. It is that threat which creates uncertainty for area residents and landowners within and adjacent to the Corridor.

In the section east of St. Clair Avenue, Metro owns the majority of the Corridor and most of the land is vacant. Protection of this section of the Corridor does not involve nearly as great an impact on existing homes and businesses, although a few will be threatened.

OPTIONS

There are road and transit options which could be implemented in the Scarborough Transportation Corridor.

We have concluded that the option for an expressway into downtown Toronto should not be preserved. Constructing such a facility would only be reasonable if the road system in the downtown had sufficient capacity to receive and distribute the traffic delivered by the expressway. Even then, it would only be reasonable to construct the facility if, on a policy level, it was seen to be desirable to spend hundreds of millions of dollars to encourage more cars to drive downtown.

If a major road was constructed in the section of the Corridor west of St. Clair Avenue it would have to be connected into congested urban streets. The net capacity gained for through traffic would not, in our opinion, justify the demolition of the homes and industries necessary to achieve the new road link.

A major road in the Corridor extending east from St. Clair Avenue could accommodate a reserved bus lane system as proposed by Metro and would relieve Kingston Road through the congestion points where St. Clair Avenue and Eglinton Avenue end. If, in the future, an LRT system is implemented on Kingston Road, the traffic capacity of Kingston Road may be reduced. The provision of parallel traffic capacity to replace the capacity lost on Kingston Road could be desirable. The easterly extension of St. Clair Avenue is an option which essentially exists today, based on the vacant land which Metro now owns.

CONCLUSION

The impasse which has existed between Metro, Scarborough, and the City of Toronto for the past 20 years has centred largely around the lingering threat (or promise) of the Scarborough Expressway. Even though the Expressway is not officially on the table, it pervades all discussion of the Corridor issue. Metro proposes to protect a Corridor which has the width to accommodate an expressway but which comes to an abrupt halt at Victoria Park Avenue.

Mr. A. R. Gordon, Director of Transportation Planning for Metro, has confirmed (in his March 3, 1989 letter, attached) that the only expressway option which would make sense would be one which extended into downtown Toronto.

If we are to resolve the impasse between Metro, Scarborough, and the City of Toronto, and avoid a lengthy, costly, and divisive OMB hearing, we must settle the expressway issue once and for all. In 1984, Scarborough attempted to achieve this by requesting Metro to abandon the Corridor altogether. **Metro refused.** Now we are suggesting that Metro abandon the Corridor west of St. Clair Avenue, where, for all intents and purposes, no Corridor exists today.

This approach allows Metro to preserve transportation options on lands east of St. Clair which are substantially in Metro's ownership and substantially vacant. Scarborough and the City of Toronto will have the threat of an expressway running through developed areas removed. This approach will eliminate the uncertainty west of St. Clair Avenue, caused by Metro ownership or acquisitions, and will allow the land owners east of St. Clair to sell to Metro.

IMPLEMENTATION

Official Plan Amendment 643, approved by Council on January 15, 1985, deleted the Scarborough Transportation Corridor from Scarborough's Official Plan and replaced it with a Special Study Area designation. This designation is appropriate at the present time as it allows for the consideration of land uses and local transportation facilities which could ultimately be designated within the former Corridor lands. Based on the discussion in this report, it will be necessary to bring forward additional amendments to establish a policy framework for the protection of transportation options in the special study area comprised of the the former Scarborough Transportation Corridor lands east of St. Clair, and for the interim use of these lands. Similarly, the Official Plan will need to be amended to establish policies for the use of the lands west of St. Clair Avenue. It is proposed to preserve the existing character of development in this section of the former Corridor.

It is proposed that Council authorize Scarborough Staff to negotiate with Metro to establish a policy framework and detailed implementation plan intended to resolve Metro, Scarborough, and City of Toronto concerns. This negotiated package will be reported back to Scarborough Council for further direction with respect to the public participation and approval processes to be followed.

RECOMMENDATIONS:

That Scarborough Council:

1. Advise Metro Council and the Minister of Municipal Affairs that Scarborough Council continues to support Official Plan Amendment No. 643, (which deletes the Scarborough Transportation Corridor designation and replaces it with a Special Study Area designation) except that no reference should now be made to the proposed GO-ALRT Corridor.

2. Reaffirm its 1984 request that Metro rescind all portions of the Metropolitan Official Plan pertaining to the Scarborough Transportation Corridor.

3. Direct the appropriate City officials to undertake negotiations with Metropolitan Toronto staff to develop a policy framework and implementation plan for the Special Study Area comprised of the former Scarborough Transportation Corridor, based on the following Scarborough Council directions:

   3.1 The expressway option is not to be maintained.

3.2 Metro is requested to dispose of its former Corridor lands west of St. Clair Avenue.

3.3 Metro is encouraged to dispose of its surplus lands, east of St. Clair Avenue, as soon as possible, based on a basic width requirement suitable to accommodate a future arterial roadway.

3.4 Metro's purchase of additional lands east of St. Clair Avenue is supported, subject to:

- further study of the transportation options being protected
- the identification of the specific land areas required
- the necessary O.M.B. and Environmental approvals.

3.5 For the Special Study Area east of St. Clair Avenue, the Metro and Scarborough Official Plans are to be amended to establish the policy framework for the protection of transportation options and for the interim use of the land.

3.6 West of St. Clair Avenue, the Scarborough Official Plan is to be amended to delete the Special Study Area designation and to establish policies for the preservation of the existing character of development.

4. Request Metro Council to defer any request for resumption of the Ontario Municipal Board hearing regarding the Scarborough Transportation Corridor, and to direct the appropriate Metro officials to co-operate with Scarborough staff in negotiating a policy framework and implementation plan for the Special Study Area comprised of the former Scarborough Transportation Corridor lands, in accordance with the foregoing recommendations.

1. INTRODUCTION: THE PURPOSE OF THIS REPORT

On January 15, 1980 Metro Council adopted the Metro Official Plan, which included the Scarborough Transportation Corridor (Figure 1). Because the City of Toronto objected to the designation of the Corridor, the Minister of Housing, when approving Metro's Official Plan on October 10, 1980, deferred approval of the Scarborough Transportation Corridor.

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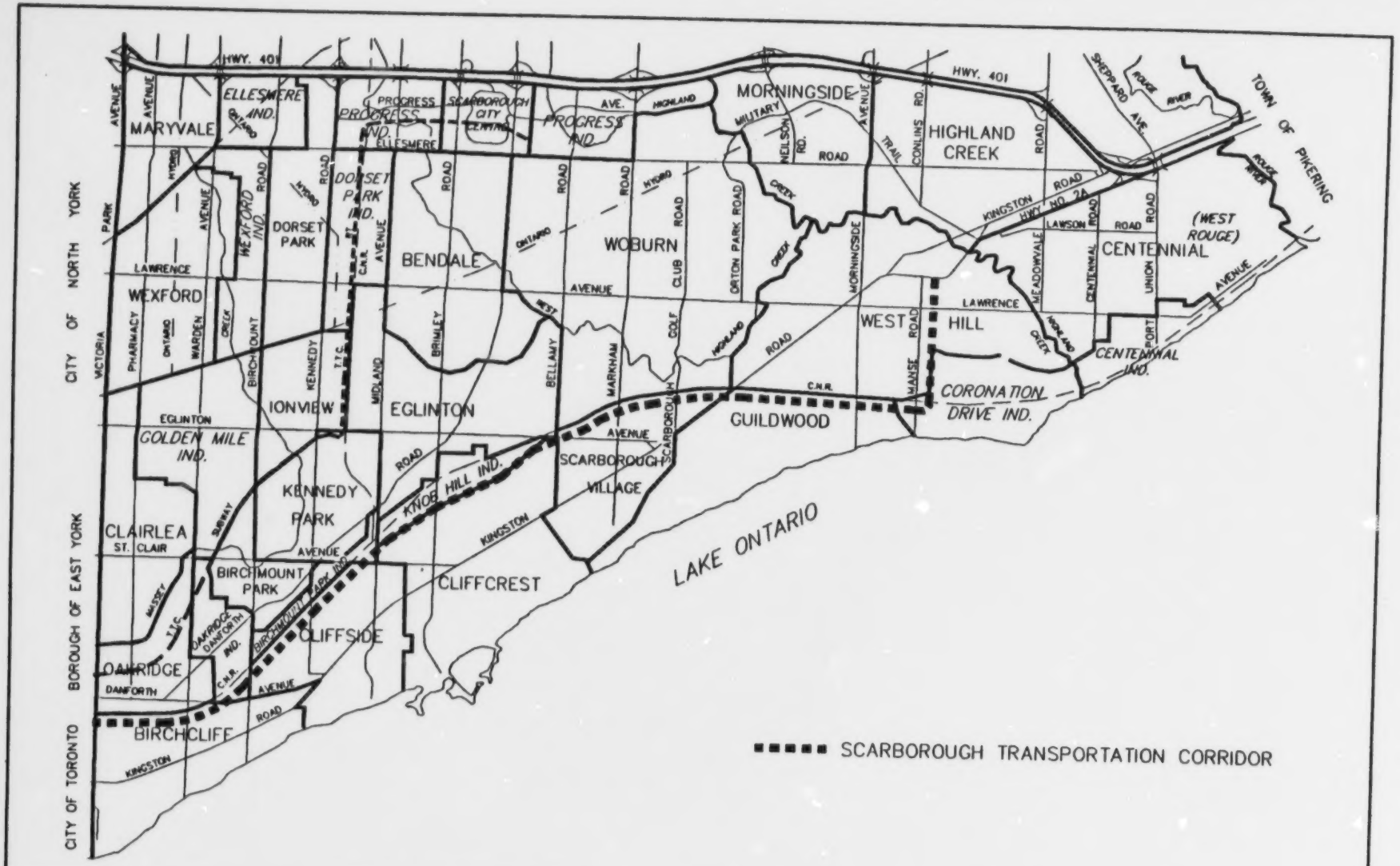
In June of 1985, Metro Council responded by reaffirming its support for the protection of the Scarborough Transportation Corridor, its proposed designation in the Metropolitan Official Plan, and the continued acquisition of land "where hardship for the property owner is evident or where development proposals might preclude future acquisition of such property or significantly escalate its price". Metro requested that Scarborough's Official Plan Amendment be referred to the Ontario Municipal Board. Metro Council further directed its staff to undertake studies to:

- determine the general width of the Corridor to be protected;
- to review Metro-owned lands to identify any potentially developable lands which could be declared surplus and sold;
- to develop an enhanced program for maintenance and management of Metro's corridor properties; and
- to study "appropriate interim uses to maximize the short and medium term utilization of Corridor lands".



SCARBOROUGH TRANSPORTATION CORRIDOR

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SCARBOROUGH PLANNING DEPARTMENT

DRAWN BY K.P. DATE APR. 27, 1989

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At Scarborough's request, Metro Council's consideration of these recommendations has been deferred pending a response from Scarborough and Toronto Councils. Scarborough Council has directed the Commissioner of Planning to "undertake a review of the Scarborough Transportation Corridor and to report back to Planning Committee and Council". A night meeting of Council has been scheduled for May 23, 1989 at 7:30 p.m.

This report brings forward recommendations on the question of an updated Scarborough position on the issue of the Corridor, and comments on Metro staff's proposed land use recommendations.

Background:

The Scarborough Transportation Corridor is designated in the Scarborough Official Plan as a 15 km (9.3 mile) ribbon of land stretching from Victoria Park Avenue to Kingston Road east of Manse Road. It's origin can be traced back to 1957 when Metro Council approved a functional plan for the extension of the Gardiner Expressway from Leslie Street in Toronto to Highway 401 in eastern Scarborough.

A chronology summarizing many of the events in the long narrative of decisions, referrals, and recommendations by Scarborough, Metro, the City of Toronto, and the Ontario Municipal Board can be obtained from the Planning Department on request. For the purpose of this report, it is important to keep in mind the following key events:

- while approximately half of the land required to build an expressway was acquired in the 1960's, in 1971 the O.M.B., upon application by Toronto's ForWard Nine, a citizen's group in the City of Toronto revoked Metro's permission to take any further action to implement the Scarborough Expressway;

- in 1974, Report 47 of the Metropolitan Toronto Transportation Plan Review concluded that the construction of a Scarborough Expressway was "no longer appropriate" if new transit proposals were implemented (this conclusion led to the construction of the Scarborough RT), and that it was

possible to hold open the option of making road improvements by preserving the right-of-way as a multi-use transportation corridor.

- in 1976, Metro Council abandoned the Expressway project, but resolved to acquire property for a "Scarborough Transportation Corridor", only within Scarborough.

  Note: The proposed Corridor designation in Metroplan (adopted by Metro Council but deferred by the Minister of Housing) only applies in Scarborough. A similar designation does not apply within the City of Toronto. While Metro retains ownership of some land along the old expressway route in Toronto, there is no initiative to acquire additional land west of Victoria Park Avenue.

- in 1978, the O.M.B. considered Metro's request to buy the remaining Corridor lands. Scarborough supported this application and Toronto opposed it. The O.M.B. decided:

  > "Until an ultimate use is determined which would eliminate any uncertainty for the Borough and adjoining City residents and determine necessity for some specific purpose, the application is premature and borrowing for the stated purpose not necessary and the application is therefore in all its parts dismissed."

This Decision was appealed to Cabinet. Cabinet did not overturn the O.M.B. decision, but suggested that Metro make a new application for approval to purchase the remaining Corridor lands using the proceeds of sale of surplus lands.

In 1980, Metro Council adopted its Official Plan, including the designation of the Scarborough Transportation Corridor and a policy statement indicating that the Corridor would be secured for "possible future transportation purposes". The City of Toronto objected to this designation, and the Minister of Housing deferred it in accordance with the provisions of the Planning Act. This means that the designation has not come into effect and, will not come into effect until the reason for the deferral is resolved, either through negotiation or through adjudication by the O.M.B.

Amendment No. 593, approved in June of 1983, amended the overall Scarborough Official Plan and all appropriate Secondary Plans to change all references to the "Gardiner", "Scarborough" or "Lakeshore Expressway" to the "Scarborough Transportation Corridor" and to remove all related intersection improvement symbols. This amendment also deleted reference to the Scarborough Expressway as one of the three expressways necessary to serve the City.

In 1983, an O.M.B. hearing was held to consider Metro's application for permission to use the proceeds from the sale of surplus Corridor lands to acquire the remaining Corridor lands. At the request of Scarborough Council, this hearing was adjourned to allow Scarborough to undertake a detailed study of the Corridor.

Scarborough's 1983/84 Study of the Corridor:

On April 5, 1983 Scarborough Council directed the Commissioner of Planning to undertake a study to "specifically determine the future uses of the Corridor, and to determine the precise land requirements for these uses. **An expressway was not to be considered as an option.**

The study was completed in 1984 and considered by Council on November 24, 1984. Complete copies of that report are available. In summary, however, the report:

- Identified and mapped the extent of lands designated "Scarborough Transportation Corridor", and examined land ownership, land use, and land use policies in and adjacent to the Corridor;

- Identified a range of transportation options, with the exception of an expressway, which could be accommodated within the Corridor and analyzed the need and demand for the implementation of these options;

- Examined local traffic and land use issues directly associated with the Corridor;

- Undertook a socio-economic evaluation of the implications of retaining a "Scarborough Transportation Corridor" designation and Corridor lands in public ownership; and

- Examined land use alternative accompanying each transportation option.

This approach led to specific transportation and land use proposals, recommendations for Official Plan amendments, and recommendations for the disposition of Corridor Lands.

The study observed that no studies had been done to determine the need for specific transportation uses which could be implemented in the Scarborough Transportation Corridor. The Corridor has remained, therefore, as a 15 km (9.3 mile), 86 ha (212.5 acre) Official Plan designation, with no accompanying land use or transportation policies. Uncertainty as to the ultimate use of the Corridor continues for adjacent residents, land owners, and industries.

There were no deficiencies in either road or transit capacity that would require the construction of new transportation facilities at that time, and the development of vacant residential land in the area was largely complete. Due to physical restrictions imposed by the Corridor's location, a possible road would poorly serve adjacent land in Scarborough and, if terminated near Victoria Park Avenue, would aggravate existing traffic problems. An arterial road within the Corridor would serve no useful purpose.

The potential for growth in transit travel within the Study Area was identified as being considerably greater. Most of the increased ridership could be carried on the T.T.C. subway and the GO Transit Lakeshore East service, either through the GO ALRT system under study at that time by the province, or through increased GO capacity within the CNR right-of-way.

A separate GO ALRT right of way was recommended to be designated within the Corridor for a sufficient period of time to allow the Provincial Government to determine whether there would be a Provincial commitment to this separate right-of-way.

Because a possible GO ALRT line would consume only a small portion of the Corridor, and because the majority of the remainder of the Corridor would not be needed for major transportation facilities, it was concluded that the "Scarborough Transportation Corridor" designation should be removed from both the Scarborough and Metro Official Plans, and replaced, by land use designations which would allow the existing homes and industries to remain, and which would encourage the development of vacant corridor lands in a variety of uses compatible with adjacent homes, industries, and transportation facilities. This would be subject to further notice and a Fair Hearing process.

The local area studies identified the area of the Corridor east of Manse Road, between the CNR Mainline and Kingston Road as a portion of the Corridor which could be retained for local road purposes. A road which would provide access to East Point Park and the Coronation Drive Industrial District, was considered to have merit and further consultation with local residents was suggested.

The economic analysis concluded that there are real and significant costs for Metro to retain the land associated with the Scarborough Transportation Corridor. The value of "keeping options open" should be weighed against these costs. Uncertainty to existing homeowners and industries was also identified as a concern.

Summary:

From the 1950's through to 1976, Metropolitan Toronto Council was in support of a Scarborough Expressway. Since 1976 it has been in favour of acquiring and retaining a Scarborough Transportation Corridor from Victoria Park Avenue to Highway 2A for an as-yet unspecified transportation facility or facilities. Metro's Official Plan, in its present form, would preclude the use of the Corridor for an expressway.

Until 1981, Scarborough Council remained very much in favour of the original Scarborough Expressway proposal. In 1983, however, Council directed a study of the Corridor lands, excluding the option of an expressway, and changed all references in the Official Plan from "Expressway" to "Corridor". Adoption of the Corridor study in 1984 went a step further and recommended the deletion and sale of the Corridor.

The purpose of this report is to give Council the opportunity to confirm, or modify, its 1984 position.

2. TRANSPORTATION OPPORTUNITIES, NEEDS, AND ISSUES

The policy issues which need to be addressed, if we are to come to grips with the Scarborough Transportation Corridor, are wide-ranging and complex. We do not have the normal formula of an identified transportation problem or need, a range of possible solutions, and a relatively straight-forward decision. Instead, there are a range of possible solutions which may address a variety of future problems, none of which have specifically been predicted.

While Metro staff have examined land and maintenance issues, since 1984 they have not brought forward any additional information that would suggest the need to use the Corridor for a specified transportation purpose. The issue, as presented by Metro Staff, is: **Can we afford to abandon a Corridor which will give us flexibility to respond to future transportation needs, whatever they may be?**

From the Scarborough perspective, the issue has been: **Is it wise to spend a great deal of money, and create uncertainty and disruption, to protect future options, when the nature of the options have never specifically been identified and the needs never predicted?**

To assist Council in updating its position, we have attempted to briefly summarize the range of available transportation options and their implications.

The Corridor - What Is It? What Are the Options

Metro staff have proposed that the basic Corridor should be 50.3 m (165 ft.) in width, east of Midland Avenue, and 39.6 m (130 ft) west of Midland Avenue. The 39.6 m width could accommodate an expressway. The 50.3 m width could accommodate an expressway plus a transit line. In addition, a 10 m (33 ft.) buffer strip is recommended for retention adjacent to residential development, in some locations.

The Expressway Option

Metro staff are proposing that the Scarborough Transportation Corridor be wide enough to keep open the option for an Expressway. The Expressway option was not explicitly described in Metro's 1988 report nor has Metro ever specifically identified an expressway option since 1976, when the Scarborough Expressway was abandoned in favour of the Scarborough Transportation Corridor. The concept of an expressway terminating at Victoria Park, is clearly not a workable proposition. Mr. A. R. Gordon, Director of Transportation for the Metro Planning Department, in a letter dated March 3, 1989 (attached), confirms that the expressway concept being protected would only make sense if there was an expressway connection to downtown Toronto.

- comments -

Section 6.E.1 of the Metropolitan Official Plan states that "...the Corporation does not support the construction of additional expressways...". The Metro staff report acknowledges this policy, but still recommends that land be purchased to protect for an expressway. They argue that "the life of the (Metro's Official) Plan is considered to be 20 to 25 years, and that the Plan is to undergo a comprehensive review every five years".[1] Since the Corridor decision has implications beyond 25 years, they imply that it is not necessary to be consistent with the Plan.

In a document, entitled "Official Plan Review - Central Area Transportation Issues", which was circulated to Scarborough for comments in October 1988, the Metro planners reviewed the transportation needs of the Central Area but did not identify the need for any new expressways. It was inconsistent for Metro to recommend protection of an expressway option, but not identify the need for the facility when reviewing Central Area Transportation issues.

Metro continues to own properties within the City of Toronto, on the proposed alignment of the former Scarborough Expressway, even though Metro has formally abandoned the Expressway concept and has not designated the Transportation Corridor within the City of Toronto. Properties for other abandoned alignments have long since been declared surplus and disposed of.

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1. As required by the Planning Act.

If Metro wishes to buy land to protect for an expressway option, there should be an amendment to Metroplan to provide a policy framework for the protection of this option and to specifically protect an Expressway option within the City of Toronto.

If an expressway leading downtown is the option being protected, why is Metro proposing to buy privately owned homes and industries in Scarborough, yet failing to formally identify an interest in the corresponding properties in the City of Toronto?

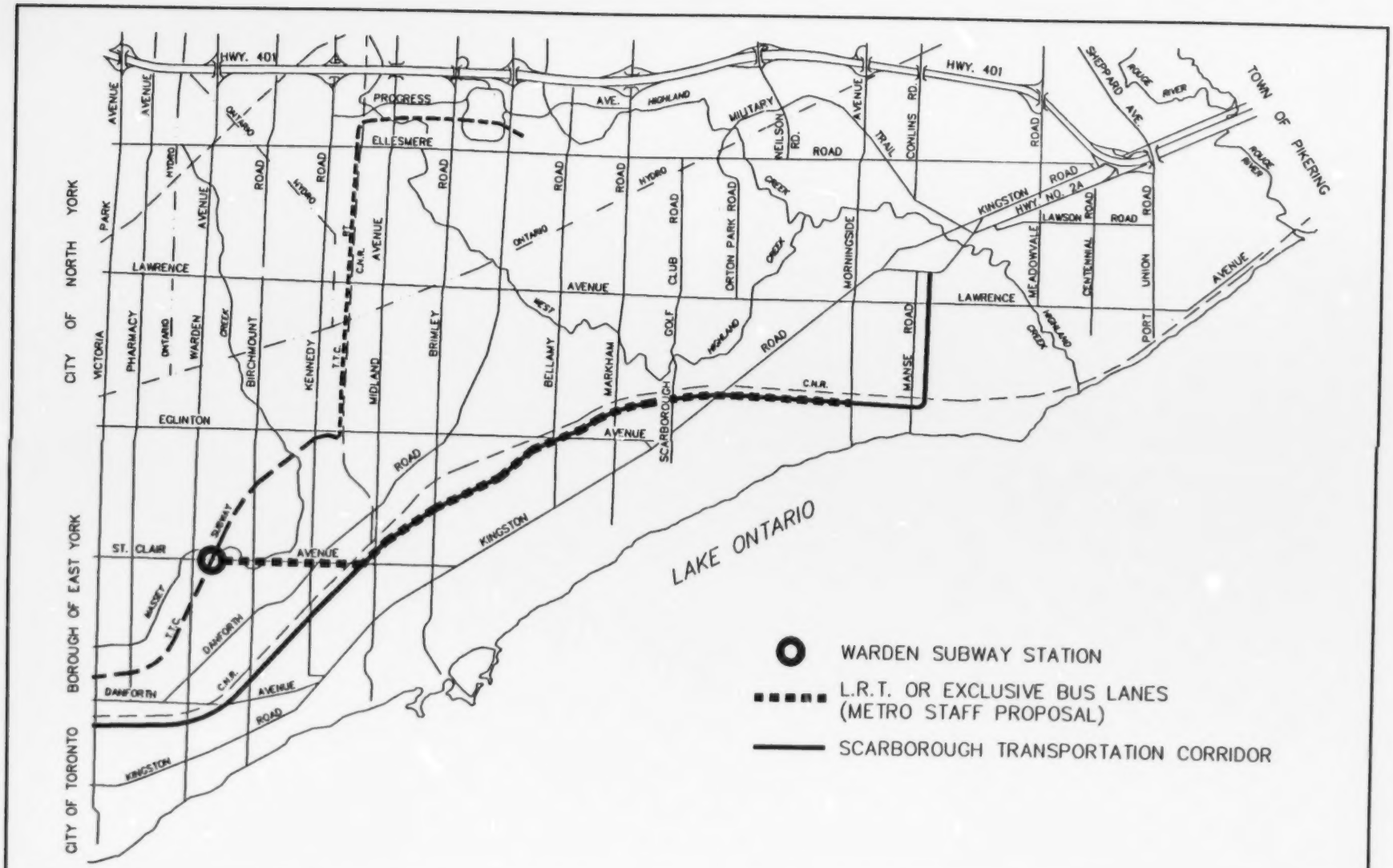
From a policy perspective there is no merit to the construction of a Scarborough Expressway into downtown Toronto. Providing a major increase in road capacity to the downtown would only make sense if there were sufficient road capacity within the downtown area to receive and distribute the traffic. We submit that this is not the case, and that the transit system is the way to accommodate future travel demand growth into downtown Toronto.

The Transit Option

The September 7th, 1988 Metro Staff report recommends the protection of a transit corridor from St. Clair Avenue, east to Morningside Avenue in addition to the proposed expressway corridor. No specific transit facility is identified in the Metro report. The only details offered are that the Corridor should be similar in width to the Malvern RT Corridor and that any future transit facility would logically connect to the Warden Subway station via St. Clair Avenue. Metro staff did not propose, therefore, to protect for any T.T.C. transit option west of St. Clair Avenue.

In response to a request for details of Metro's transit proposal, Mr. Gordon, in his March 3rd letter, indicated that the concept recommended for protection would either be exclusive bus lanes or an LRT, extending from Morningside Avenue to St. Clair and then along St. Clair to the Warden Subway Station (See Figure 2). Mr. Gordon's letter went on, however, to describe a Lakefront LRT as shown on Figure 3. In Scarborough, this Lakefront LRT would take the form of a streetcar, in its own right-of-way, either in the median of Kingston Road or within the Scarborough Transportation Corridor. If the Lakefront LRT were constructed on Kingston Road, the capacity lost on Kingston Road could be replaced in the Corridor. If the LRT were to be constructed in the Scarborough Transportation Corridor, Mr. Gordon indicated that it would be necessary to protect an additional right-of-way west of St. Clair Avenue, to accommodate an LRT in addition to an expressway.

The concept of a Lakefront LRT is emerging from a variety of sources. The first section, the Harbourfront LRT, is currently under construction. Metro/TTC staff have been studying opportunities for a westerly extension of the Harbourfront Line.



L.R.T. OR EXCLUSIVE BUS LANES (METRO STAFF PROPOSAL)

FILE No. W88056

SCARBOROUGH PLANNING DEPARTMENT

DRAWN BY K.P. DATE APR. 27, 1989

0 2500 metres

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FIGURE 2

AC E: STC3
E: STC-1

SOURCE: METRO PLANNING DEPARTMENT

PRELIMINARY CONCEPT FOR A LAKEFRONT L.R.T.

LAKEFRONT L.R.T.

ALTERNATIVE ALIGNMENT WITHIN SCARBOROUGH TRANSPORTATION CORRIDOR

FILE No. W88056

SCARBOROUGH PLANNING DEPARTMENT

DRAWN BY N.A.
DATE APRIL 27, 1989

0 5 Kilometres

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FIGURE 3

ACAD FILE: STC1
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The Provincial document, Transportation Directions for the Greater Toronto Area (May 1988), indicates that the opportunities for easterly and westerly extensions of the Harbourfront LRT will be studied.

Most recently, the Report of the Access and Movement Work Group to the Royal Commission on the Future of the Toronto Waterfront has suggested a Waterfront LRT system as the means of tying together the waterfront. With specific reference to Scarborough, the report indicates: "In fact, it might be a good idea, after a lapse of 50 years, to bring back at-grade rail service on Kingston Road east of the City of Toronto Boundary".

- comments -

These concepts do not have sufficient detail to constitute specific proposals. They represent a general discussion of the types of transit facilities which would be possible to implement, if ever required.

It is hard to conceive of an LRT through the south end of Scarborough in the Scarborough Transportation Corridor. This Corridor is adjacent to the CNR Tracks which accommodates the Lakeshore East GO service. This service has a present peak period capacity of 4850 seated passengers per hour. GO Transit will be increasing the capacity of the line through the implementation of local, semi-express, and express services.

In the very long time frame, it conceivable that the GO service could be electrified, and provide something approaching an urban rapid transit level of service. There would seem to be little need to preserve the option for a continuous LRT in the Scarborough Transportation Corridor as well. Future transit options will be adequately protected through the preservation of the 45.7 m (150 ft.) CNR Corridor, which accommodates GO, VIA, and freight rail services.

The concept of a Lakefront LRT on Kingston Road across the South end of Scarborough is difficult to visualize as a short term facility. In the very long term, however, as part of a concerted effort to re-establish contact with Metro's waterfront, and intensify development along the Lakefront, the concept of a high quality local transit system linking Scarborough, Toronto, and Etobicoke has some merit.

The Royal Commission background reports identify East Point Park and the Port Union Road area as a potential major node for Waterfront access and activity. It would be consistent, therefore, to protect the option for a future LRT system in the Scarborough Transportation Corridor only from Kingston Road (at the Guildwood GO Station) easterly to East Point Park and,

perhaps, beyond. West of this point, Kingston Road would seem to be the logical route for the Lakefront LRT.

If this option is preserved, it raises the question of how the road capacity lost from Kingston Road could be replaced if the implementation of the LRT line reduced the number of available traffic lanes. This issue is discussed in the following section, which addresses the options for an arterial road in the Corridor.

The Arterial Road Option:

The detailed July, 1988 Metro Staff report describes the arterial road option in more detail than any of the other options. It describes a 6 lane arterial road with a posted speed of 70 km/hr. The road would have at-grade intersections with most cross-streets. Proximity to the CNR Tracks, however, would make several of the connections very expensive to achieve.

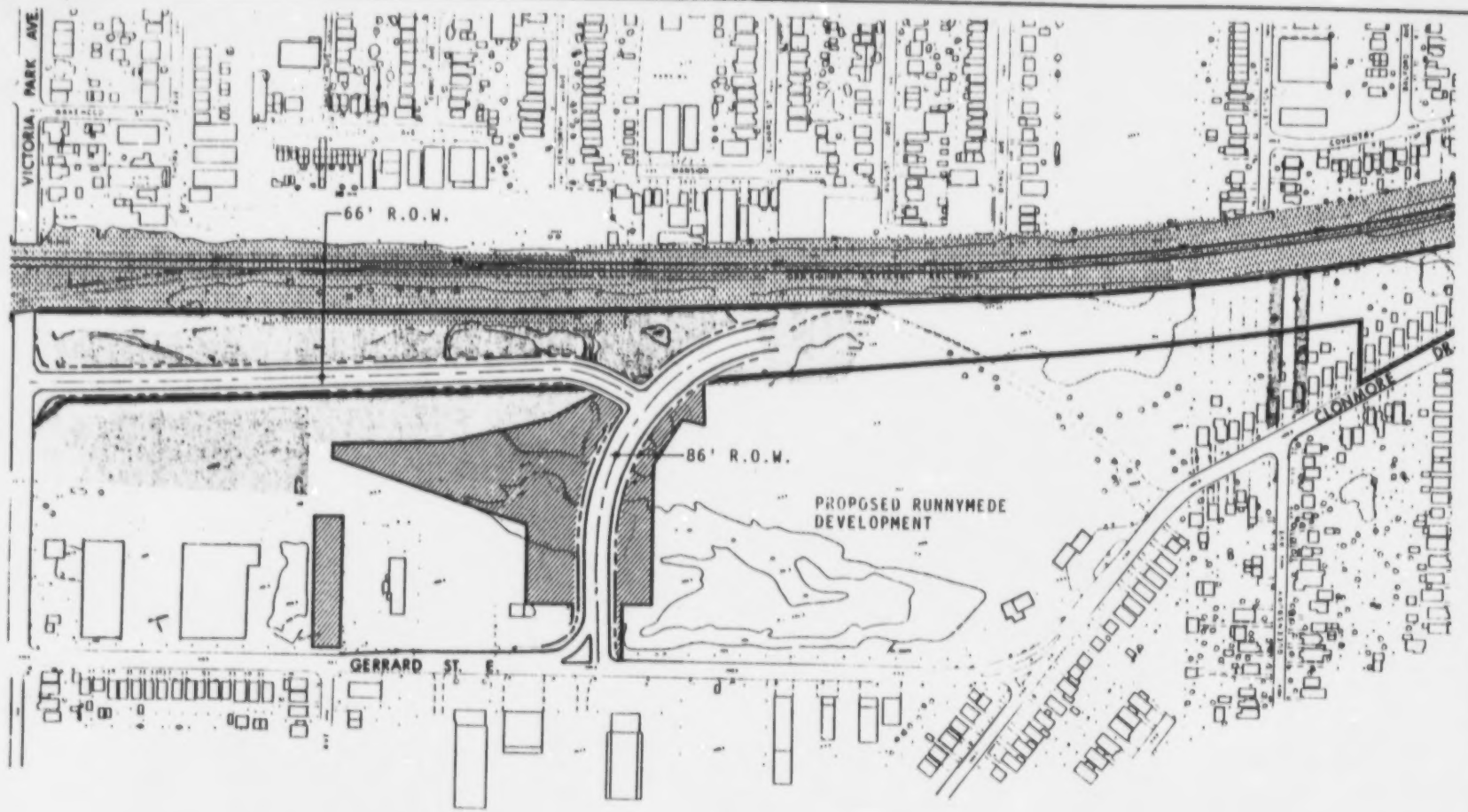
The road concept preferred by Metro would terminate at a T-intersection with Gerrard St. It would also provide for a local road connecting to Victoria Park, also terminating at a T-intersection (see Figure 4).

- comments -

The 1984 Scarborough staff report concluded that "there are no satisfactory solutions... for terminating a new arterial road near Victoria Park Avenue and Gerrard Street...". A review of current traffic operations in the area confirms the analysis undertaken in 1984. In particular, during the A.M. peak hour, the west-bound through movement at Gerrard Street and Victoria Park Avenue is at about 85% of capacity, while the southbound right turn movement is at capacity. In the PM peak hour the east-bound approach is also essentially at capacity. With no ability to significantly increase capacity on Gerrard Street there would seem to be little point of constructing a new major arterial road to connect into it.

The 1984 report also looked at the opportunities to construct the arterial road as an easterly extension of Danforth Avenue, St. Clair Avenue, or Eglinton Avenue. It dismissed these options as being unnecessary because of available capacity on Kingston Road.

Our analysis of more recent travel information puts a somewhat different perspective on some of these options. First, as discussed in the previous section, the provision of a Lakefront LRT on Kingston Road would significantly reduce its capacity, and the provision of some replacement capacity in the Corridor could be desirable.



SOURCE: SCARBOROUGH TRANSPORTATION CORRIDOR

GERRARD STREET CONNECTION

FILE No. W88056

SCARBOROUGH PLANNING DEPARTMENT

DRAWN BY K.P. DATE APR. 27, 1989

0 50 150 metres

N

FIGURE 4

ACA GERRARD
SK: STC-1

There has been a significant increase in traffic volumes since 1984. The 1984 study had concluded that only modest increases would take place. Table 1 presents information from the Metro Cordon Count Program, and illustrates the significant peak period travel growth which has taken place since 1983. While the traffic growth has been minimal at the Victoria Park screenline, peak period traffic has grown by over 60% at the suburban east screenline and by over 120% at the East Metro Boundary since 1975. (See Figure 5 for screenline locations.)

An examination of Regional travel patterns, based on the 1986 Transportation Tomorrow Survey data, reveals that:

- Southern Scarborough, is almost as important a travel destination as downtown Toronto for Durham residents.

- Whereas almost 60% of Durham trips to Downtown Toronto are by public transit, only 3% of Durham trips to south Scarborough are by transit.
  (Table 2 presents a summary of existing travel patterns to and through southern Scarborough and Figure 6 illustrates the zone system upon which the analysis is based.)

- There are significant opportunities for employment growth in southern Scarborough, through the development and redevelopment of land in the Industrial Districts. Coupled with recent rumours with respect to the eventual size of the Seaton Community in Durham, this suggests that travel growth from Durham into Southern Scarborough may be greater than previously forecast. The widening of Highway 401 across the Rouge River in the next few years will help to accommodate travel into Scarborough by the rapidly growing population in Durham. While we should be working to provide transit service to accommodate this growth, much of it will have to be accommodated by the road system.

St. Clair Avenue and Eglinton Avenue end at Kingston Road. The loss of arterial road lanes creates a capacity imbalance through these intersections. Some congestion can be observed at these intersections, particularly at St. Clair Avenue.

Construction of an arterial road in the Scarborough Transportation Corridor as an easterly extension of either St. Clair or Eglinton Avenue would be one means of relieving congestion at these intersections and allowing the full potential of existing roadways to be realized. The easterly extension of St. Clair Avenue, in the Scarborough Transportation Corridor, with the provision of reserved bus lanes would be consistent with the transit option proposed in Metro's September 1988 report. (See Figure 7).

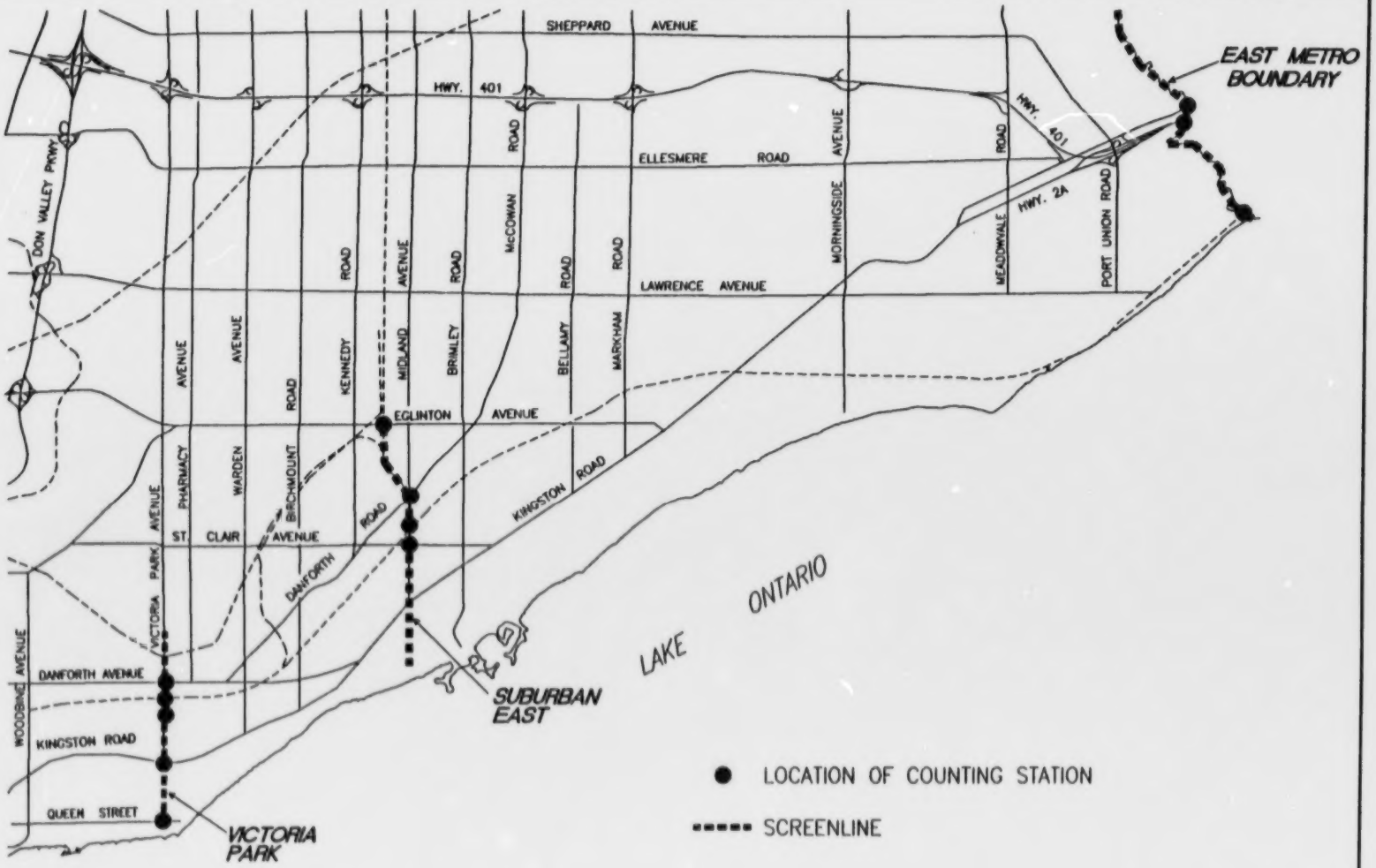
TABLE 1

SCARBOROUGH TRANSPORTATION CORRIDOR STUDY - 1989
CHANGES IN TRAVEL AT THE SCREENLINES - 1975 TO (METRO CORDON COUNT PROGRAM)

	VICTORIA PARK SCREENLINE		SUBURBAN- EAST SCREENLINE		EAST METRO BOUNDARY SCREENLINE	
AUTO VEHICLE TRIPS - INBOUND - A.M. PEAK PERIOD						
	AUTOS	%CHANGE	AUTOS	%CHANGE	AUTOS	%CHANGE
1975	9325		39084		8665	
1977	9069	-3	45915	17	12988	50
1979	9674	7	48928	7	14151	9
1981	10340	7	53744	10	15225	8
1983	9277	-10	57179	6	16467	8
1985	9550	3	59840	5	17904	9
1987	10359	8	64935	9	20272	13
AUTO VEHICLE TRIPS - OUTBOUND - P.M. PEAK PERIOD						
1975	10342		43314		8861	
1977	11006	6	47983	11	11738	32
1979	10691	-3	53786	12	14953	27
1981	10727	0	57645	7	16016	7
1983	10201	-5	55114	-4	17469	9
1985	11137	9	64681	17	18879	8
1987	11001	-1	69332	7	19518	3
TRANSIT PERSON TRIPS & MODAL SPLIT - INBOUND - A.M. PEAK PERIOD						
	TRANSIT TRIPS	%CHANGE	TRANSIT TRIPS	%CHANGE	TRANSIT TRIPS	%CHANGE
1975	25357		14543		2089	
1977	27759	9	17373	19	3065	47
1979	27676	0	20465	18	3453	13
1981	37071	34	22298	9	4437	28
1983	31901	-14	25501	14	5389	21
1985	37620	18	28442	12	5484	2
1987	39072	4	35774	26	5774	5
TRANSIT PERSON TRIPS & MODAL SPLIT - OUTBOUND - P.M. PEAK PERIOD						
1975	24015		15864		1493	
1977	27535	15	18664	18	3078	106
1979	28994	5	19864	6	3414	11
1981	30735	6	22395	13	4441	30
1983	28949	-6	25506	14	4826	9
1985	35890	24	29093	14	5285	10
1987	40427	13	33932	17	4750	-10

SEE FIGURE 5 FOR SCREENLINE LOCATIONS

SOURCE : METRO PLANNING DEPT.



LOCATION OF SELECTED SCREENLINES AND COUNTING STATIONS

(METRO CORDON COUNT PROGRAM)

FILE No. W88056

SCARBOROUGH PLANNING DEPARTMENT

DRAWN BY N.A.
DATE MAY 3, 1989

0 5000 metres

N

FIGURE 5

ACAD FILE: STC4
DISK: STC-1

TABLE 2

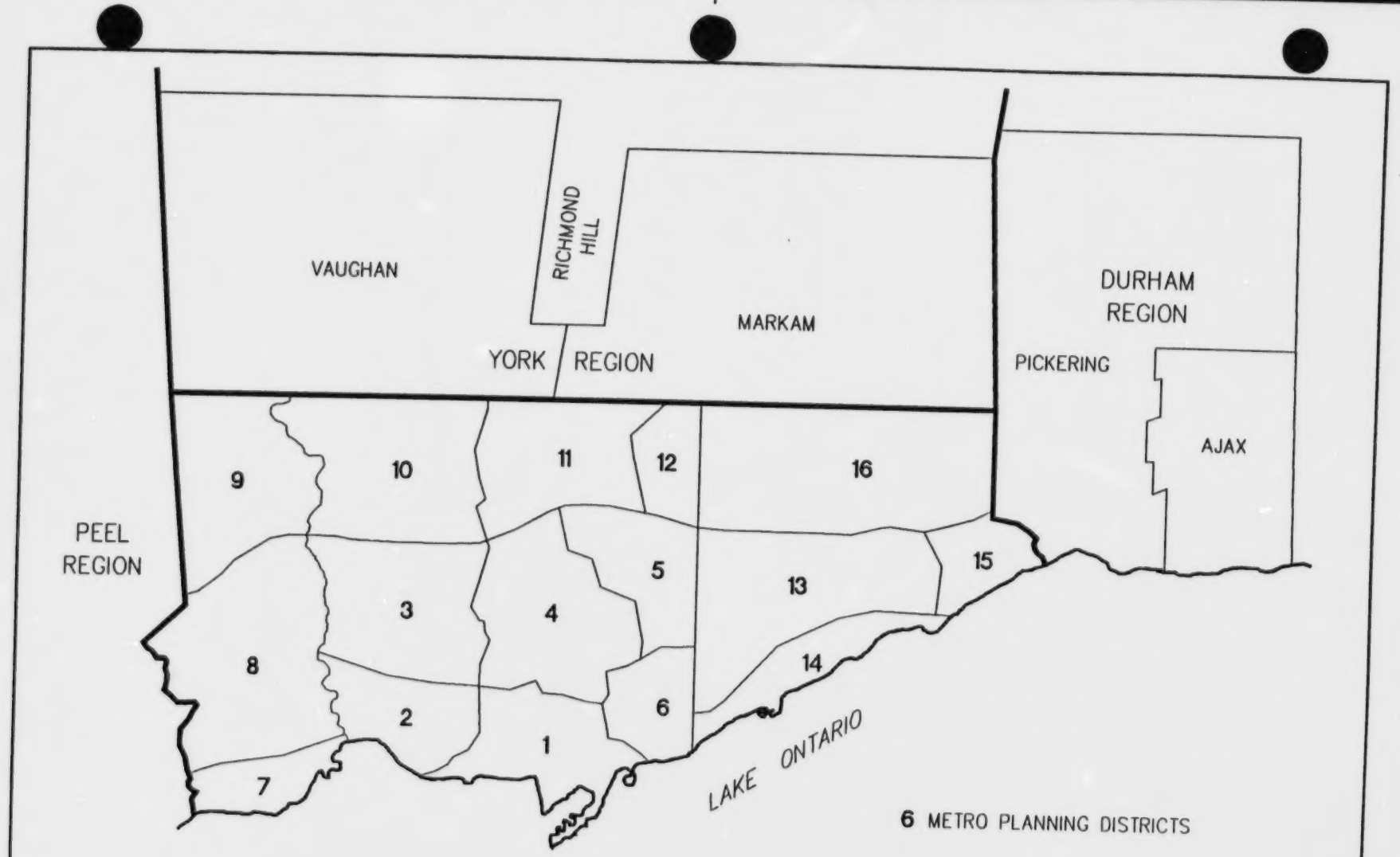
SCARBOROUGH TRANSPORTATION CORRIDOR STUDY - 1989

TRAVEL ORIENTATION — TRANSPORTATION TOMORROW SURVEY - 1986

AM PK PERIOD - 6:00 TO 9:00 AM

FROM:		ALL TRIPS	% OF TOTAL	AUTO TRIPS	% OF TOTAL	AUTO DRIVERS	% OF TOTAL	ALL TRANSIT TRIPS	% OF TOTAL	GO TRANSIT TRIPS	% OF TOTAL	MODAL SPLIT-TRANSIT (%)	AUTO OCCUPANCY
DURHAM TO	DOWNTOWN	8695	6	3753	3	3052	3	4896	23	4130	90	56	1.23
	SOUTH TORONTO	9667	7	4632	4	3792	4	4989	23	4203	92	52	1.22
	SOUTH SCARB	7583	5	7329	7	6483	7	256	1	85	2	3	1.13
ALL DURHAM TRIPS		148035	100	109946	100	90509	100	21237	100	4571	100	14	1.21
AJAX/ PICKERING TO	DOWNTOWN	5391	12	1854	6	1519	6	3516	39	3080	93	65	1.22
	SOUTH TORONTO	5988	14	2359	8	1986	8	3599	39	3153	95	60	1.19
	SOUTH SCARB	4790	11	4643	15	4016	16	146	2	57	2	3	1.16
ALL AJAX/PICKERING TRIPS		43681	100	30579	100	25819	100	9127	100	3327	100	21	1.18
SCARBOROUGH TO	DOWNTOWN	40170	17	15042	10	11961	10	24921	37	3503	95	62	1.26
	SOUTH TORONTO	50223	21	21390	14	17442	14	28393	42	3503	95	57	1.23
ALL SCARBOROUGH TRIPS		241835	100	149934	100	124001	100	67547	100	3670	100	28	1.21

*NOTE: SOUTH TORONTO COMPRISED OF METRO PLANNING DISTRICTS 1,2,&6. (SEE FIGURE 6)
SOUTH SCARBOROUGH COMPRISED OF METRO PLANNING DISTRICTS 13,14,&16.



METRO PLANNING DISTRICTS

FILE No. W88056

SCARBOROUGH PLANNING DEPARTMENT

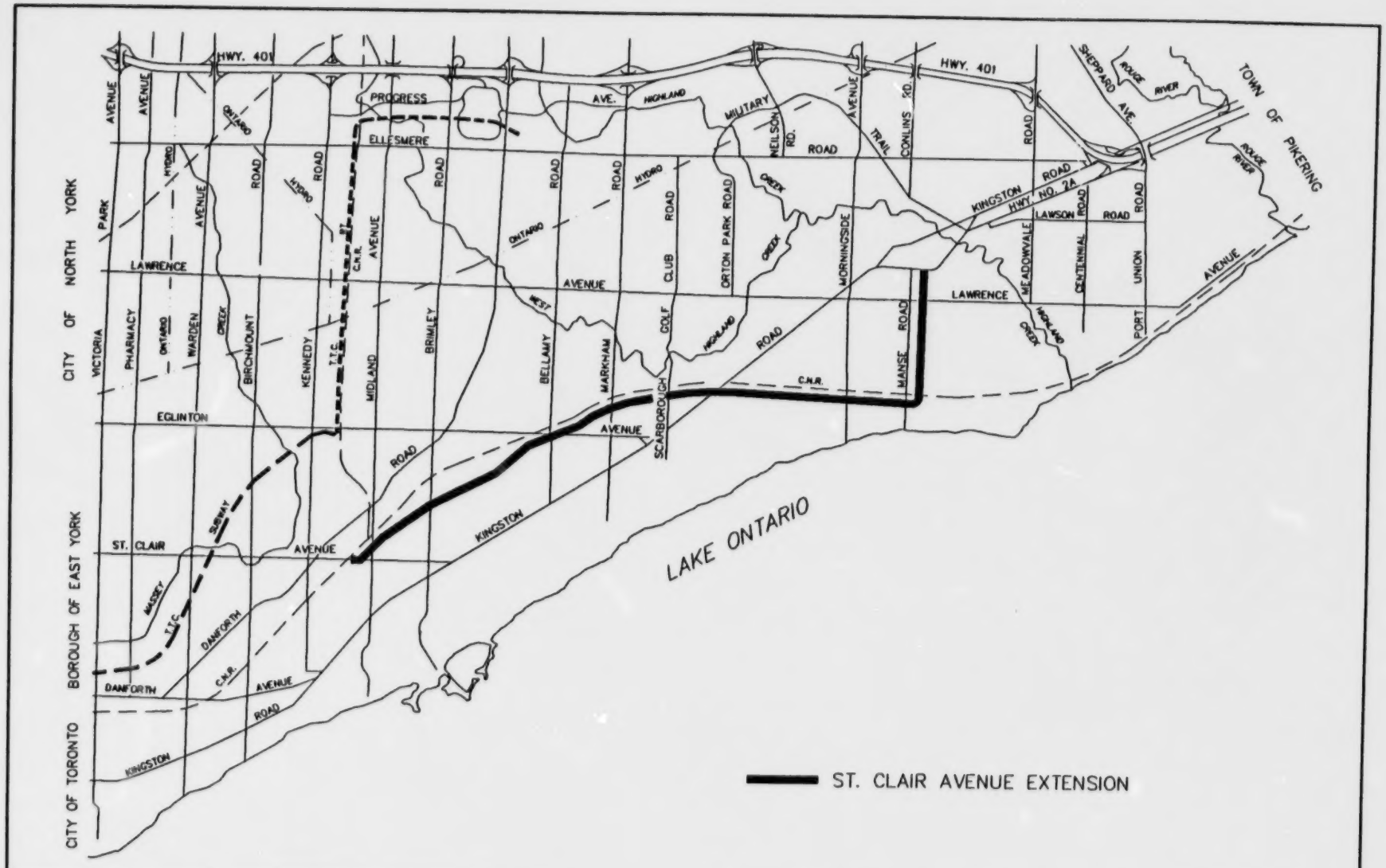
DRAWN BY K.P. DATE APR. 27, 1989

0 5 10 kilometres

N

FIGURE 6

ACAD FILE: MPD
DISK: STC-1



ST. CLAIR AVENUE EXTENSION

FILE No. W88056

SCARBOROUGH PLANNING DEPARTMENT

DRAWN BY K.P. DATE APR. 27, 1989

0 2500 metres

N

FIGURE 7

AC : STC3
STC-1

While Danforth Avenue also ends at Kingston Road, the extension of Danforth Avenue in the Scarborough Transportation Corridor would not be as reasonable a project. First, Danforth Road already serves as an easterly extension of Danforth Avenue. Second, the residual capacity on Danforth Avenue at Victoria Park is too small to justify adding another major facility to feed into it. Third, to achieve this connection it would be necessary to tear down as many as 61 homes on Aylesworth and Eastwood Avenues to achieve a net capacity increase for through traffic of less than one lane. (See Figures 8A and 8B).

Local Road Options

- East Point Park Access Road.

The Metro staff report acknowledges the option for a local north-south connection east of Manse Road, between Kingston Road and Copperfield Road, identified in the 1984 Scarborough staff report. This roadway has the potential dual function of providing upgraded access to the East Point Park and taking truck traffic travelling to and from the Coronation Drive Industrial District off of Manse Road and Beechgrove.

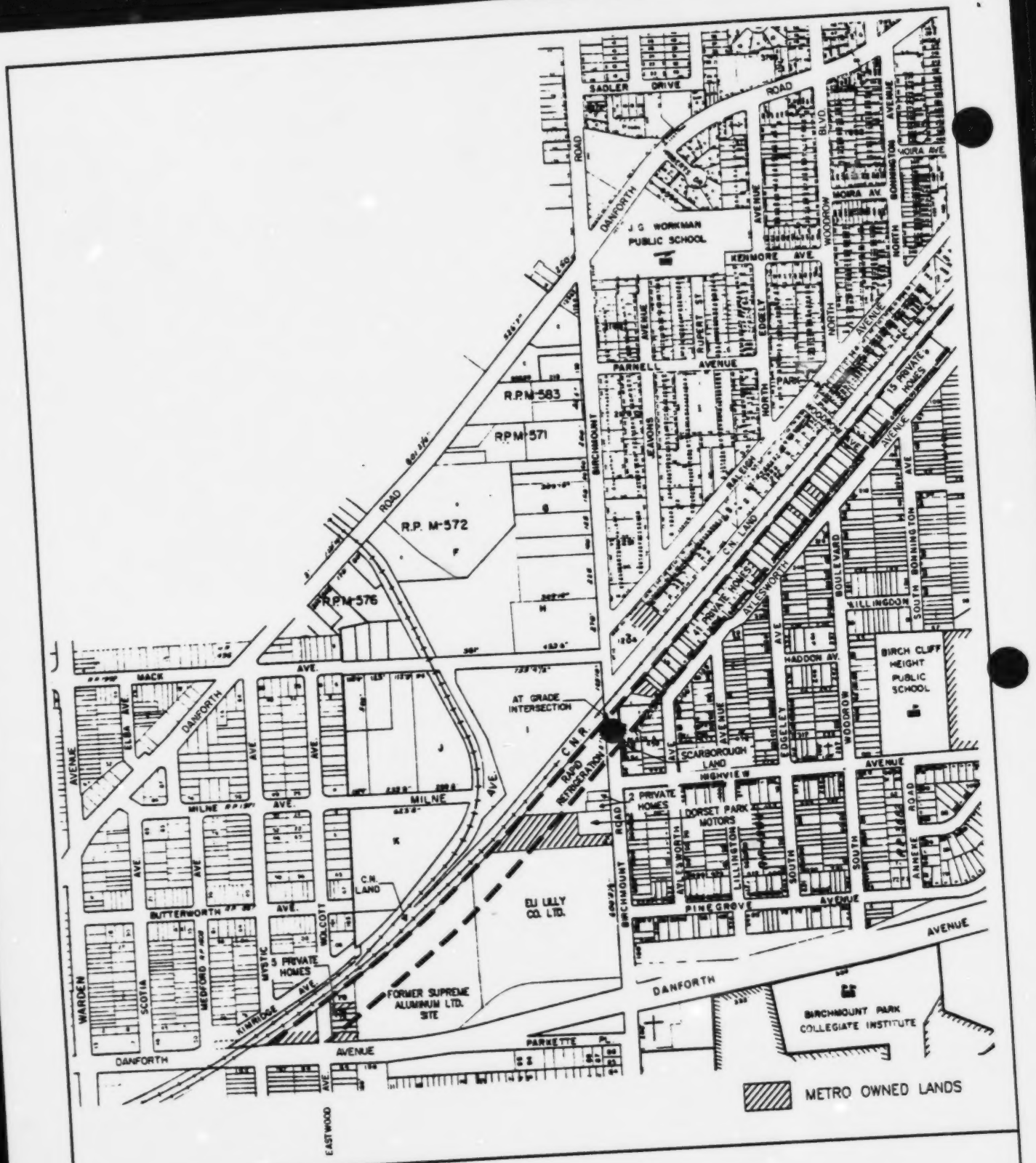
The Metro Toronto and Region Conservation Authority (MTRCA) is currently embarking on an Environmental Assessment Study to gain approval for the development of a marina at East Point Park. One aspect of this study will be the question of access. The study will evaluate the need for, and impact of, both a north-south access road between Copperfield Road and Lawrence Avenue and an east-west road to Morningside Avenue (See Figure 9).

- Comments -

Until the MTRCA Environmental Assessment Study is completed, no action should be taken to preclude either the north-south connection to Lawrence Avenue or the East-west connection to Morningside Avenue. It should be noted that Scarborough intends to operate some major playing fields and related facilities in East Point Park. These active recreational facilities may contribute to the long term access requirements of East Point Park. Scarborough Staff will co-operate with the MTRCA in their Environmental Assessment Study. When MTRCA has identified its access needs, Scarborough staff will report back to Council to identify any additional access needs or opportunities which should be examined further.

- Livingston Road Connection

The 1984 Scarborough Staff Report identified the opportunity for a northbound to westbound connection between Livingston Road and Kingston Road (see Figure 10) using the Scarborough Transportation Corridor lands. An alternate alignment connecting to Dale Avenue, rather than to Kingston Road was explained in conjunction with the approval of development of the adjacent land in 1986. The Metro Staff identified a variation of this latter option.



DANFORTH AVENUE EXTENSION

FILE No. W88056

SCARBOROUGH PLANNING DEPARTMENT

DRAWN BY K.P. DATE MAY 1, 1989

0 100 300 metres

N

FIGURE 8A

ACAD FILE: DAN1
DISK: STC-1

DANFORTH AVENUE EXTENSION

FILE No. W88056

SCARBOROUGH PLANNING DEPARTMENT

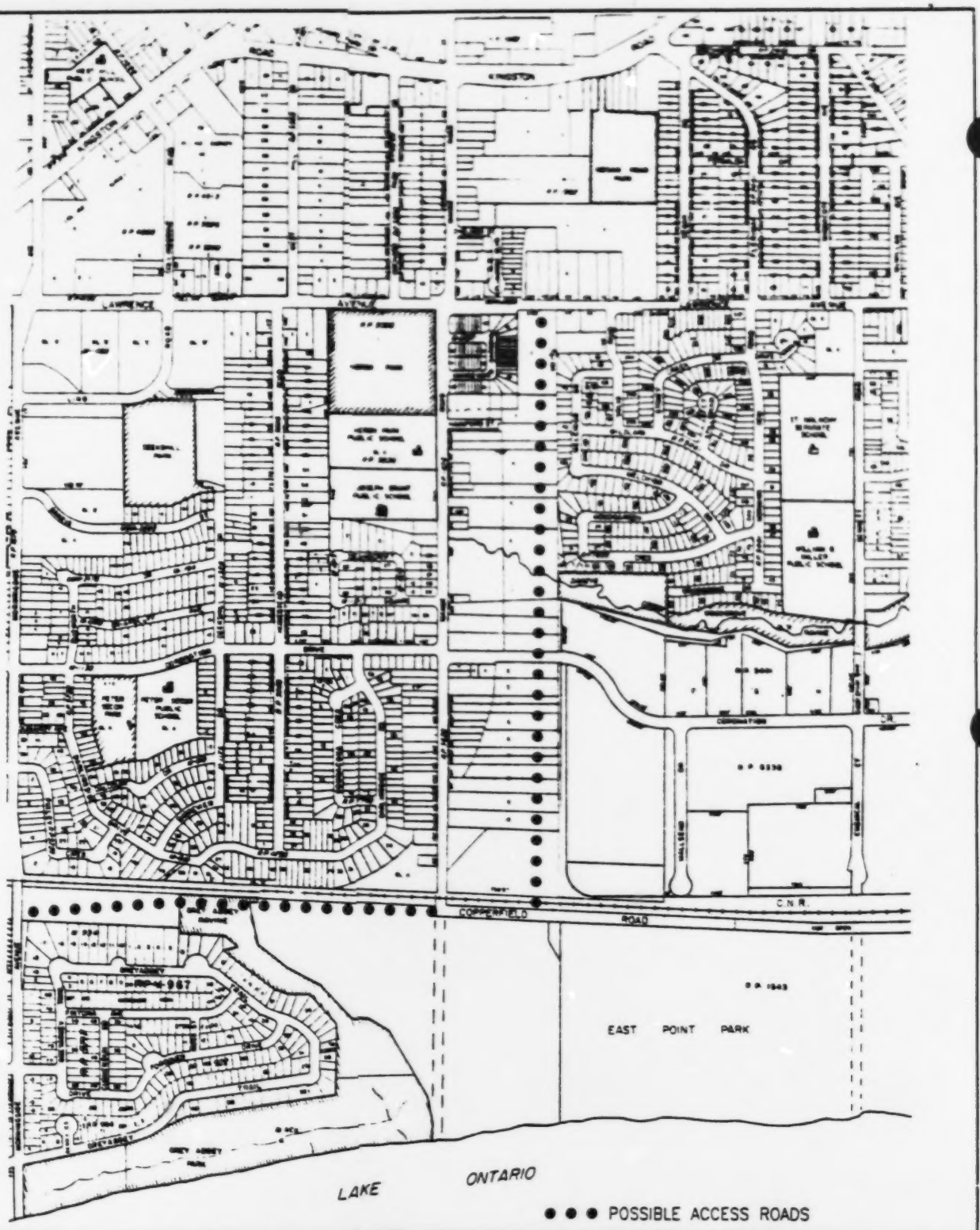
DRAWN BY K.P. DATE MAY 1, 1989

0 100 300 metres

N

FIGURE 8B

ACAD FILE: DAN2
DISK: STC-1



POSSIBLE ACCESS ROADS - EAST POINT PARK

FILE No. W88056

SCARBOROUGH PLANNING DEPARTMENT

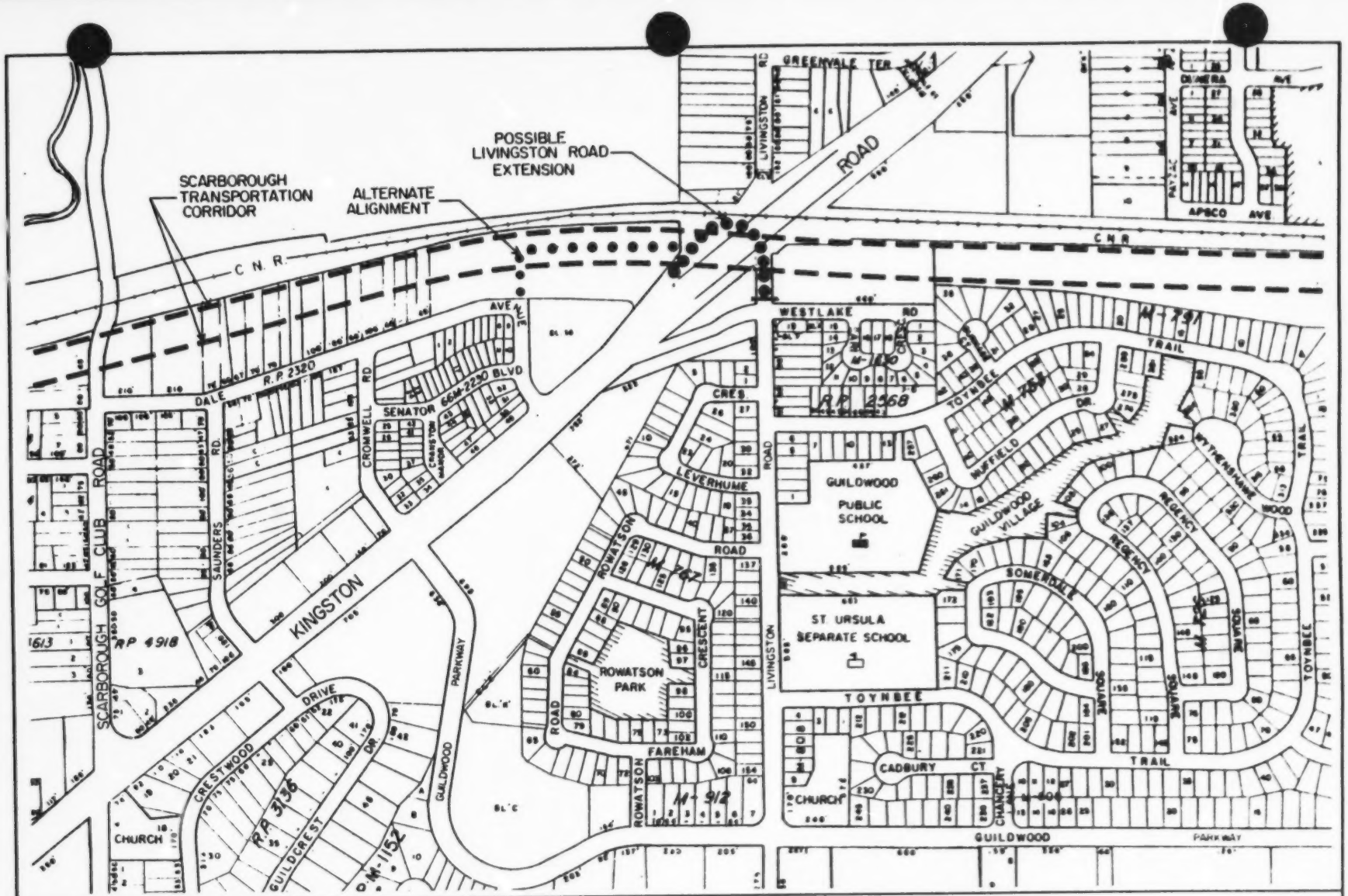
DRAWN BY K.P. DATE APR. 28, 1989

0 100 200 300 metres

FIGURE 9

N

ACAD FILE: EPOINT
DISK: STC-1



LIVINGSTON ROAD CONNECTION

FILE No. W88056

SCARBOROUGH PLANNING DEPARTMENT

DRAWN BY K.P. DATE APR. 27, 1989

0 100 300 metres

N

FIGURE 10

ACAD FILE: LIVING
DISK: STC-1

- Comments -

As recommended in 1984, the option for a connection from northbound Livingston Road to westbound Kingston Road should be protected. All of the alternative alignments identified since 1984, are within the lands to be protected by Metro. The precise alignment, therefore, can be determined if and when there is a decision to proceed with the implementation of the link.

Other Options

GO Transit has advised that there is pressure to expand all of its commuter parking facilities on the Lakeshore East GO line. Any land disposed of in the vicinity of the Eglinton or Scarborough GO Stations should be given consideration with respect to its suitability for GO commuter parking purposes.

Population, Employment, Travel Forecasts:

The 1984 Scarborough staff report went into a great deal of effort evaluating population and employment forecasts and predicting future travel demand in the Corridor. The analysis was based on the Provincial "GO-ALRT A" forecast which was accepted at that time as the basis for Regional planning and transportation analysis and decisions.

Metro, in commenting on Scarborough's 1984 report (Metro Staff report, March 25, 1985) expressed concern with Scarborough's firm conclusion and recommendations based on what they considered to be uncertain 40 year population and employment forecasts.

More recently, the Province, in trying to come to grips with the need for Highway 407 and the East Metro Transportation Corridor, has concluded that long range planning to identify and protect for future major facilities should not be based on forecasts of population and employment for a particular time horizon but, rather, should be based on mature state development. Accordingly, they are preparing land use forecasts for the Greater Toronto Area for two scenarios. One reflects full development in accordance with the Regional Official Plans, and the other reflects full development of the entire area, beyond the scope of the Official Plans. These forecasts are not available, nor do Scarborough staff have any knowledge of the specific assumptions which have gone into the formulation of these forecasts.

Forecasts of this nature would be useful when making long range, corridor protection decisions. Until these forecasts are made available, we will be unable to assess their implications for inter-regional travel into and through southern Scarborough. In the meantime, Scarborough and Metro continue to dispute the future of the Corridor. It is necessary to make a decision regarding its future. The discussion in this report is based on a qualitative assessment of the opportunities presented by the Corridor, weighed against the perceived impacts of maintaining

those opportunities. It is not based on any attempt to estimate, with absolute certainty, the future travel demands which will need to be met.

How wide does the Corridor need to be?

Metro's proposal has been to protect for an expressway, plus a transit line, plus a buffer strip. Their full requirement, therefore, is 39.6 m (130 ft) for an expressway, plus 10.7 m (35 ft.) for a transit line, plus 10 m (33 ft.) for a buffer strip, for a combined total of 60.3 m (198 ft.).

Where the Corridor is adjacent to the CN Corridor, Metro has indicated CN's future rail requirements can be met in substantially less than their 45.7 m (150 ft) corridor, if side slopes and drainage ditches are built into retaining walls and drainage channels. If this "structural" urban cross-section is adopted for the CN Corridor, 8.8 m (29 ft.) of the CN Corridor could be made available to Metro.

This would reduce Metro's requirement to 51.5 m (169 ft.) but would result in a combined CN/Metro transportation corridor of 97.2 m (319 ft.). A combined Corridor of this width would only be necessary for a future scenario including freight rail, passenger rail (VIA), commuter rail (GO), expressway, and local rapid transit.

Table 3 below, sets out the Corridor width requirement for a variety of scenarios.

In addition, the Metro staff reports indicate that additional land will be required to protect for structures at major intersections. The need for a 10 m (33 ft.) buffer strip is identified in some sections of the Corridor adjacent to existing and proposed residential development. In some locations, CN has indicated a desire to shift its right-of-way 4.3 m (14 ft) further south to allow them to improve the alignment of their tracks. These shifts will also be taken into account by Metro in their determination of the Corridor requirements.

If Scarborough Council continues to oppose the retention of the Corridor, it is not necessary to deal with the issue of the specific Corridor width to be protected. If however, Scarborough Council chooses to support the retention of some or all of the Corridor, it may be necessary for Council to take a position regarding the desired width of the Corridor.

TABLE 3

Required Corridor Width - Scarborough Transportation Corridor

Transportation Requirement	Basic Corridor Width	Reduction - Urban Cross-Section for CN	Buffer Strip	Total Transportation Requirement
Expressway & Rapid transit	50.3 m (165 ft)	8.8 m (29 ft)	10 m (33 ft)	51.5 m (169 ft)
Arterial & Rapid Transit	41.1 - 47.2 m (135 - 155 ft)	8.8 m (29 ft)	10 m (33 ft)	42.3 - 48.4 m (139 - 159 ft)
Expressway	39.6 m (130 ft)	8.8 m (29 ft)	10 m (33 ft)	40.8 m (134 ft)
Arterial Road	30.5 - 36.6 m (100 - 120 ft)	8.8 m (29 ft)	10 m (33 ft)	31.7 - 37.8 m (104 - 124 ft)
Local Road	20.1 - 26.2 m (66 - 86 ft)	8.8 m (29 ft)	10 m (33 ft)	21.3 - 27.4 m (70 - 90 ft)
Rapid Transit	10.7 m (35 ft)	8.8 m (29 ft)	10 m (33 ft)	11.9 m (39 ft)

In reviewing the available options, it seems unnecessary to protect a full arterial road right-of-way plus a transit corridor. Similarly, if we are considering an arterial or local roadway, rather than an expressway, there would not seem to be any need for a 10 m buffer strip. Perhaps the best option, in the event that Council elects to support the retention of the Corridor, would be to protect a 36 m (120 ft.) corridor. This would accommodate a six (6) lane road or a four (4) lane road plus a transit line. If additional land was required for buffering or structures, it could be achieved by opting for a structural urban cross-section for the CN Corridor and acquiring as much as 8.8 m of additional land from CN.

3. ECONOMIC ANALYSIS

The 1984 Scarborough Staff report concluded that there would be a net annual cost to Metro of $1.45 million to continue to hold the land it owned at that time. The study concluded, that this net annual cost would increase to $3.55 million per year if the remainder of the Corridor were purchased. The study found, in addition, that there would be almost a $2 million per year tax benefit to Metro and Scarborough if the Corridor lands were sold and developed.

The main purpose of this analysis was to illustrate that there is a major public cost involved in "keeping options open".

The March 25, 1985 Metro staff report, responding to the 1984 Scarborough report, disputes the findings of the economic analysis. The Metro response questions several factors, the most important, perhaps, being the value of the land owned and the land yet to be acquired. The Scarborough study identified those land values as $27.2 million and 43.6 million respectively. Metro found that those values should have been $17.9 million and $36.4 million respectively.

The Metro response questioned Scarborough's assumptions regarding the developability of the Corridor lands and the financial return to Metro in the event that the Corridor lands are offered for sale. The September 7, 1988 Metro Staff report did not attempt to identify the total costs to Metro of purchasing and maintaining the balance of the Scarborough Transportation Corridor. The Metro Staff report does indicate that the sale of the surplus properties would generate approximately $25 million.

These proceeds would be deposited to Metro's Scarborough Transportation Corridor Account and used to finance the maintenance of the Corridor and future land purchases. Metro Staff have further indicated that the estimated cost to purchase the remainder of the Corridor lands would be about $66 million.

We have not attempted to update the Scarborough (1984) or Metro (1985) analysis. It seems sufficient to conclude that both analyses agreed that the Metropolitan Corporation must be prepared to accept substantial costs if the Corridor is to be purchased and maintained. It is not necessary, at this time to agree on exactly what those costs will be.

In the event that Metro does retain the Corridor, it is important that the interim use of the Corridor maximize the return to Metro, either in terms of revenue generated or the public benefit realized. This issue is dealt with in the discussion of the proposed interim uses for the Corridor.

4. LAND USE ISSUES

Having identified a specific "Corridor" to be preserved for possible transportation purposes, Metro staff have identified:

- potential interim uses for land inside this corridor;
- "maintenance and enhancement" of the Corridor through landscaping proposals for properties both within and adjacent to the identified Corridor; and
- parcels outside of this Corridor which can be declared "surplus" and sold for development.

These three aspects of the Metro report are discussed in this section.

4.1 Interim Uses

As noted in the Introduction to this report, in June of 1985 Metro Council "authorize(d) Planning Staff to undertake a study to determine appropriate interim uses to which various Metropolitan lands could be put to maximize the short and medium term utilization of Corridor lands, and to report back thereon."

Metro's study does not anticipate the use of the entire Corridor for transportation purposes "within the next 15 to 20 years". A list of possible interim uses has been developed accordingly. It is suggested as a list of "possibilities". With the exception of landscape improvements, bicycle trails/walkways and allotment gardens, recommendations have not been made on a site specific basis. Metro staff note that the proposed uses are primarily public and non-revenue generating, but this should not preclude commercial activities or other proposals from the private sector which may be forwarded for Metro's consideration and approval.

The categories of Metro's proposed uses are listed below, each followed by Scarborough's staff comments.

Agricultural Uses: Allotment gardens, nurseries, tree farms, greenhouses, fruit and vegetable stands, garden supply centres, farmer's markets.

Scarborough Comments: Allotment gardens, nurseries and tree farms could be integrated as interim uses which would blend with adjacent residential areas, provide an amenity to local residents, and introduce greenspace to the area. Greenhouses may be suitable on some specific sites.

Staff have concerns, however, with uses such as fruit and vegetable stands, garden supply centres, and farmer's markets. The semi-permanent nature of such uses raises questions about the appearance of structures along local streets, signage and advertising, parking and traffic issues, the general quality of development, and the compatibility of such facilities with adjacent neighbourhoods.

Passive Uses **Temporary parkland, nature trails, picnic areas.**

Scarborough Comments: These are uses which would clearly add to the amenity of the area and the enjoyment of local residents. The Metro report does not specify, but we presume that the implementation of these facilities would be undertaken by Metro in conjunction with their enhanced maintenance of the Corridor.

A further aspect which should be considered is the impact which may be felt by local residents if, and when these amenities are removed for a transportation facility or identified as surplus and sold for a permanent use.

Recreational Uses: **Sports playing fields, driving ranges, miniature golf courses, cross country ski trails, snowmobile trails, riding stables, bicycle trails, Go-Kart circuits, amusement parks, fairs, flea markets.**

Scarborough Comments: Playing fields, ski trails, and bicycle trails would share many of the same positive and negative aspects as the parkland, trails, and picnic areas discussed above. It should also be noted that in the section of this report dealing with site specific landscape improvements, Metro recommends a continuous bicycle and ski path in portions of the Corridor and states:

"In keeping with Metropolitan Toronto policy, the bicycle facility would be built and maintained by Scarborough."

It is questionable whether Council would wish to contribute funds to such temporary facilities. It is suggested that if such trails are to be temporary, Metro should provide funds from the sale of surplus lands for their construction and maintenance.

A golf driving range already exists on Metro-owned lands east of Midland Avenue.

Other proposed uses such as miniature golf courses, snowmobile trails, stables, Go-Kart circuits, amusement parks, fairs and flea markets have the potential of causing considerable noise and disruption. Given that the Corridor is a ribbon of land, abutting low density residential development for almost all of its length, it is questionable whether suitable locations could be found for many of these uses.

Vehicle Storage Use: **Automobile dealer parking, truck parking, trailer parking, campers, motorcycles, construction equipment.**

Commercial Uses: **Commuter parking, commercial parking, drive-in theatres, lumber yard storage, building supply storage, industrial storage (non-toxic), advertising signs.**

Scarborough Comments: The uses outlined above would normally not be permitted adjacent to low density residential areas. While there may be some potential for limited parking and storage within the Knob Hill Industrial District, it could not be recommended as a use for most of the Corridor lands.

We would suggest that "commercial parking" and industrial uses including open storage could be permitted in areas such as the Knob Hill Industrial District if the City is satisfied that appropriate landscaping

and screening measures will be implemented. It is open to question whether they could be considered "development " under section 40 of the Planning Act and made subject to site plan approved. Control would, it is assumed, be exercised through lease agreements.

Commuter parking, in association with GO stations, is an existing use within the Corridor, and should continue. GO Transit has indicated that there is pressure to expand their existing parking lots and expansions should be considered on a site-specific basis, at the time of application by GO Transit.

Given the size and context of most parcels, drive-in theatres are clearly an inappropriate use.

Metro staff recommend that additional types of interim uses be explored on an individual basis by a sub-committee of the Metro land Management Committee in close liaison with the City of Scarborough. Assessment would be based on:

- compatibility with adjacent use
- need for permanent structures
- accessibility
- environmental impact (chemicals, water pollution, etc).
- liability requirements
- financial benefit to Metro
- benefits to the general public.

As noted, all of these uses are low intensity, low to non-income generating and, for the most part, do not involve the construction of buildings or structures. They do little to "maximize the short and medium term utilization" of the Corridor. While Metro staff have indicated a minimum time frame of 15 to 20 years, it is stressed that there are no current recommendations for any specific transportation facilities within any time frame. We have a general concern regarding the quality of many of the uses, and the disruption which may be caused to the community. In general, these proposals do very little to generate employment or tax revenue.

Scarborough Planning staff have discussed the question of interim uses with representatives of the Economic Development Department, who have advised that it may be feasible to consider some

buildings on Corridor lands, to the benefit of both Metro and Scarborough. They suggest that it may be feasible to develop some properties for commercial or industrial purposes.

For instance, a lease agreement could be structured where the cost of the building would be amortized over the first ten years, The tenant would pay only a nominal rent. If the lands were still available after the initial ten year term, the tenant would be charged a ground rent based on the then market value of the lands.

The type of lease structure for commercial/industrial development is quite feasible, as the term is relatively short, and the developer is able to recoup his costs very quickly. The City gains from additional taxation and employment opportunities, and Metro is spared the expense of maintaining fallow lands. In the event that the lands were required prior to the ten year term, the Lessor (Metro or Scarborough) would buy out the remainder of the lease at a pre-arranged rate, much the same as one would pay down a mortgage.

Staff of the Economic Development Department point out that this is based on the assumption that potential development sites have road frontage and no further road system would be required. Road extensions could make this option uneconomical.

We would also stress that when possible, the most appropriate interim uses of the land within the Corridor are the existing homes and industries, in the ownership of the existing residential and industrial land-owners. This provides private maintenance of the land, generates tax revenues, and promotes the stability of the area.

Should the decision be made to retain portions of the existing Corridor, it is recommended that Scarborough take an active role in promoting interim uses which meet Council's objectives with regard to compatibility, quality of development, and benefit to the City. All interim uses proposed by Metro, should be subject to the normal approval process by the City of Scarborough.

Official Plan Conformity

There is a recent amendment to the Metropolitan Official Plan which clarifies that while the ultimate use of a Corridor for a major transportation facility will require an amendment to the plan, other uses may be permitted without amendment to the Plan provided they are in conformity with area municipal Official Plans and zoning by-laws.

There are now no policies within the Scarborough Official Plan referring to either the temporary or permanent use of lands within the Corridor. Amendments adopted by Council following the 1984 study replaced the "Corridor" designation with a "Special Study Area" designation pending a future fair hearing process to implement the ultimate designations. While the Corridor lands are now zoned for a variety of uses, the Official Plan should be amended to identify acceptable interim uses, should the decision be made to retain the Corridor. The appropriateness of the existing zoned uses will have to be re-examined in light of the Official Plan designations proposed.

4.2 Maintenance of Corridor Lands

Metro's report on "Right-of-Way Requirements and Property Maintenance" identifies an "enhanced program for the maintenance and management of land in and adjacent to the Corridor which they propose to retain for future transportation options. Phasing of landscaping proposals and cost estimates are included.

Metro staff estimate a cost of $400,000 to implement the landscaping proposals illustrated in their July 1988 report. The future annual maintenance cost is not expected to alter significantly from the current $30,000 per year. Scarborough Recreation & Parks Department Staff have reviewed these figures. While they appreciate that the estimates are preliminary and that site specific factors will influence final figures, they advise that unless a substantial portion of the landscaping is the "reforestation" model, a cost of $500,000 is more realistic for landscaping. Maintenance figures should also be increased by a larger percentage to reflect the initial 5 years of higher maintenance for both reforestation and shrubs and ground cover plantings.

They also point out that reforestation and naturalization will not provide "instant" visual improvement. These processes may take many years and are generally perceived by the public as scruffy, untidy weed-patches for a minimum of 5 to 7 years. Fast growing species are generally the least strong and react to major climatic conditions.

The Metro report states that while the majority of the landscaping proposals would be funded by Metro, items such as "park benches, bus shelters, bicycle pathway gates, and any ornamental landscaping are normally funded by area municipalities".

It is noted that much of the landscaping which Metro proposes, is to be done on land that Metro would continue to own, but would be beyond the limits of the "Corridor" which Metro has identified for transportation facilities. Metro has proposed to retain a strip of land up to 10 m (33 ft.) wide for future landscaping and

buffering treatment adjacent to residential development. The size of many of the parcels to be sold as surplus have, therefore, been substantially reduced in size. The Corridor has, in effect, been increased to almost 200 feet.

4.3 Impact of Metro's Corridor Recommendations on Local Land Uses

In 1984, Scarborough Council amended the Official Plan to remove all references to the Corridor, and resolved to initiate amendments to all affected Secondary Plans to replace the existing Corridor designation with a variety of land use designations based on the proposals in the "Scarborough Transportation Corridor Study".

In proposing land uses to replace the Corridor designation, Scarborough staff undertook a detailed analysis of the Corridor lands. The criteria used in evaluating alternatives were:

- compatibility of size, scale, density and use with existing development;
- retention of existing homes and industries;
- adequacy of storm and sanitary sewers;
- adequacy of school and park facilities

As well, uses were proposed which would underlie the "Possible Transit Corridor" designation. If a decision was made to proceed with a transit facility, the "Possible Transit Corridor" notation would be lifted and the underlying land use designation would come into effect.

Designations were recommended which would provide for the continuation of existing homes and industries, and encourage the development of vacant Corridor land in a variety of uses compatible with adjacent homes, industries, and transportation facilities. Major increases in density were not proposed, but instead, the existing pattern and scale of development was continued onto the Corridor lands.

These proposals provided only the basis for possible amendments which would be subject to a further "fair hearing" process.

It was estimated that, while retaining the transit corridor option, the sale of land could:

- add appropriately 1400 - 1700 dwelling units to Scarborough's housing stock;

- increase developable industrial land by 8 to 13 hectares (19.8 to 32.1 acres)

- add 7 to 8 hectares (17.3 to 19.8 acres) of community level parkland, mostly in communities where parkland deficiencies occur;

- provide additional transit and ancillary facilities and potentially provide improved transit service to area residents;

- add 1.5 hectare (3.7 acres) of roads and 0.4 - 1.2 hectare (1 to 3 acres) of valleylands;

- permit the sale of 28 homes currently rented by Metro;

- allow 53 property owners the opportunity to purchase land to enlarge their backyards.

Because Metro staff have continued to recommend in favour of retention of a "Transportation Corridor", they have not commented on Scarborough's proposed land uses within the width of the corridor they wish to protect. Complete retention of a Corridor would, however, alter Scarborough's 1984 land use proposals in a number of areas, as outlined later in this section.

Metro-owned lands **outside** of the identified Corridor which are being considered "surplus", have been assessed in terms of location, size, existing use, existing zoning, and Official Plan designation and in terms of uses recommended in the 1984 Scarborough report.

Having identified a desired Corridor to be retained, Metro staff have identified approximately 20 hectares (50 acres) of land surplus to their needs of which approximately 17 ha (43 acres) are proposed to be sold for development.

In most cases, the proposed uses are consistent with Scarborough's 1984 recommendations. In several cases, higher densities or land consolidations are recommended. Should the corridor remain in its current location, several of the designations recommended by Scarborough staff in the 1984 report may be inappropriate.

The following site specific comments address areas where Council should be aware of the impacts of Metro's Corridor recommendations on local land uses.

1) The proposed connection of a road in the Corridor to Gerrard Street East (See Figure 4)

The preferred road connection, joining a road in the corridor to Gerrard Street East, would dissect the 1.3 ha (3.2 acre) parcel of City-owned land to be developed as Neighbourhood Parkland in conjunction with the adjacent Runnymede lands.

Metro is proposing a land exchange to compensate for the area of parkland to be taken up by roads. A substantial area of City-owned land, however, remains isolated between the proposed road connection and the Runnymede lands. The size and configuration of the parcel and access constraints make development options difficult. Metro has not suggested a potential use for this isolated parcel, nor does their proposed land exchange adequately compensate Scarborough for the impact to Scarborough's park site.

2) Houses North of Clonmore/Hollis:

On the north side of Clonmore Avenue, between the Runnymede lands and Warden Avenue, there are currently 31 single detached homes. Metro owns 5 at present. The current Metro proposals show 2 Metro houses being declared surplus and sold. Metro proposes to acquire an additional 16 houses on the north side of Clonmore.

In addition, Metro proposed to purchase 3 houses on the south side, for a total of 22 Metro-owned homes on Clonmore.

East of Warden, on the north side of Hollis, and along Kalmar and Eastwood Avenues, Metro would sell four (4) residential properties, but would acquire approximately 17 additional residential properties.

Staff remain concerned with the long term impact of this number of rental properties, and the inability to substantially upgrade or redevelop properties within the Corridor.

3) In the block bounded by Warden, Hollis, and Kalmar Avenues, Scarborough had identified a vacant 1 ha (2.5 acre) Metro-owned parcel as potential parkland to help satisfy existing park deficiencies in the area. The retention of a 39.6 m (130 ft.) corridor substantially reduces the size of this property to a .29 hectare (.72 acre) parcel.

The "Landscape Improvements and Maintenance" section of the Metro Report suggests that if this triangular parcel becomes a local park, Scarborough should landscape an entrance in from Kalmar Avenue. The size of the "surplus" parcel, however, limits local park uses and make it questionable whether this investment by Council would be justified. Council would also have to determine the extent to which funds should be allocated for park facilities within the Corridor, which might subsequently be displaced by transportation uses.

4) Within the Oakridge Industrial District, the Corridor still runs through buildings of the former Supreme Aluminum property, Eli Lilly, and Rapid Refrigeration. Since 1984, Supreme Aluminum has moved its operations out of Scarborough, and a variety of uses of uses occupy the existing buildings. It is anticipated that an application will be received for the redevelopment of these lands. Retention of a 39.6 m (130 ft.) Corridor reduces the area of redevelopment by approximately one-third (see Figure 8A).

5) Surplus parcel 9, now leased to Rapid Refrigeration for parking, has been identified as being useful in a future land exchange with Eli Lilly when their lands lying in the Corridor need to be acquired. Metro does not propose to offer this land for sale. As noted in our 1984 report, however, the specialized sterile conditions of the Lilly plant would make the value such a land exchange to Eli Lilly doubtful.

   Since 1984, Eli Lilly has shown its commitment to the area by expanding its operation with the construction of an office building to the south of their original building.

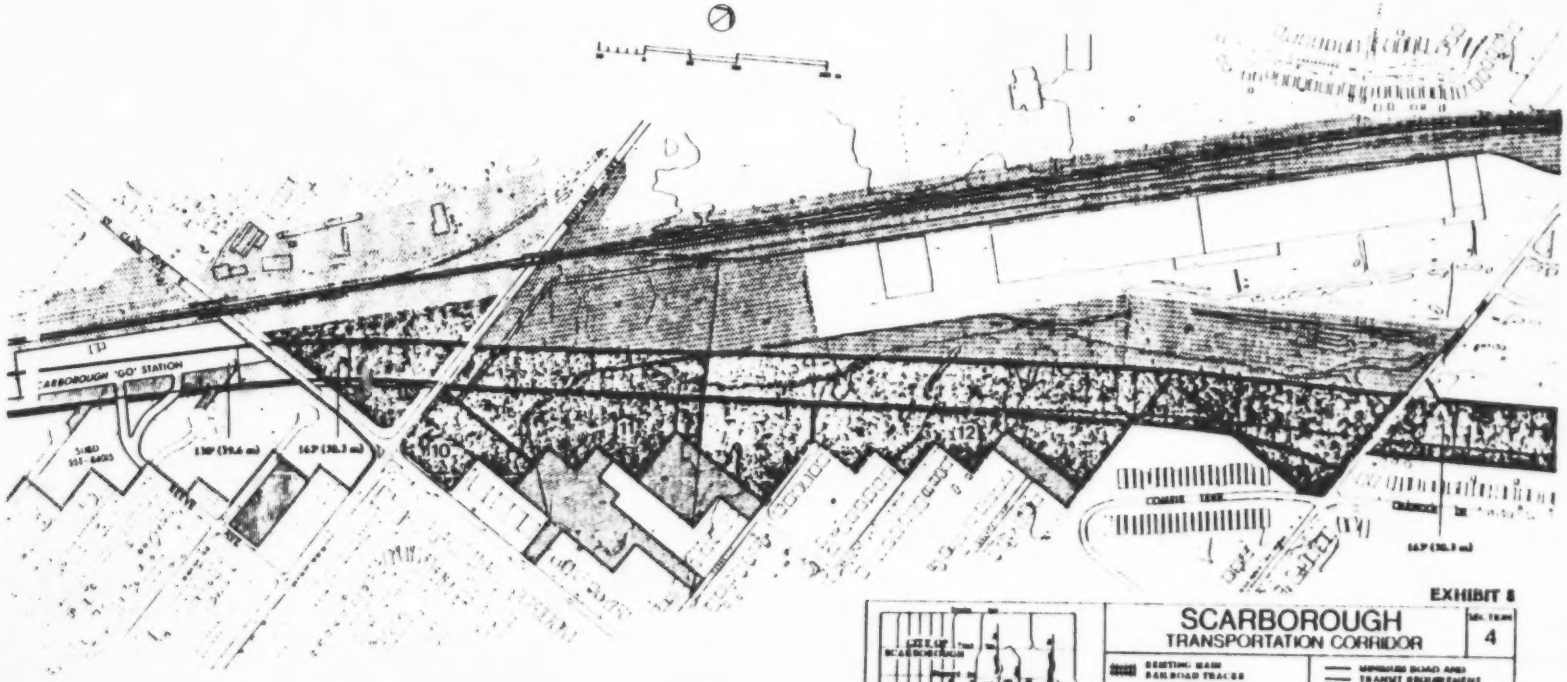
6) North of Aylesworth

   East of Birchmount, on the north side of Aylesworth, 61 houses fall within the Corridor. Five are now owned by Metro, and 56 privately owned homes would be acquired.

   The 39.6 m (130 ft.) Corridor to be retained in this area, in addition to Metro's proposal to shift the CNR corridor 4.3 m (14 ft.) to the south, maintains the uncertainty for owners of the residential properties on the south side of Aylseworth, adjacent to whatever facilities might ultimately be constructed.

7) Between Kennedy Road and St. Clair Avenue, the Corridor is vacant and owned by the C.N.R., as shown on Figure 8B. Scarborough staff had recommended the extension of the existing low density residential development and existing park designation into the Corridor. Under the Metro option, with the exception of the Scarborough GO station and associated commuter parking lot, the Corridor will remain vacant. No landscape proposals have been identified by Metro.

8) With the continued designation of a Corridor, the entire triangle of land bounded by St. Clair and Midland Avenues and the CNR remains undevelopable, as shown on Figure 11. The Metro report recommends landscaping around the periphery of the site and a bus shelter.



METROPOLITAN TORONTO'S PROPOSALS - MIDLAND/ST. CLAIR

(EXTRACTED FROM THE METROPOLITAN TORONTO'S SCARBOROUGH TRANSPORTATION CORRIDOR STUDY, JULY 1988

FILE No. W88056

SCARBOROUGH PLANNING DEPARTMENT

DATE MAY 3, 1989

0 100 200 300 metres

FIGURE 11

A[illegible]E: SIC/
[illegible]: SIC-2

Due to the frontage of this site on two major roads, interim uses, involving the construction of commercial or industrial buildings, as outlined in section 4.1 of this report, should be considered.

9) East of Midland Avenue, the Corridor makes up the southernmost portion of the Knob Hill Industrial Districts, at its boundary with the Cliffcrest Community.

Scarborough's 1984 report had recommended the deletion of the Corridor through this area (See Figure 12). The preferred alignment of a possible GO ALRT Transit line was to the north, abutting the CNR right-of-way. Scarborough had suggested that the corridor designation be replaced by Medium and Low Density Residential designations, northeast of the intersection of Midland and St. Clair, (and that a local park separate these residential uses from the Knob Hill Industrial District).

Metro staff have recommended that the Corridor remain in its current location to take advantage of current Metro ownership. They also recommend:

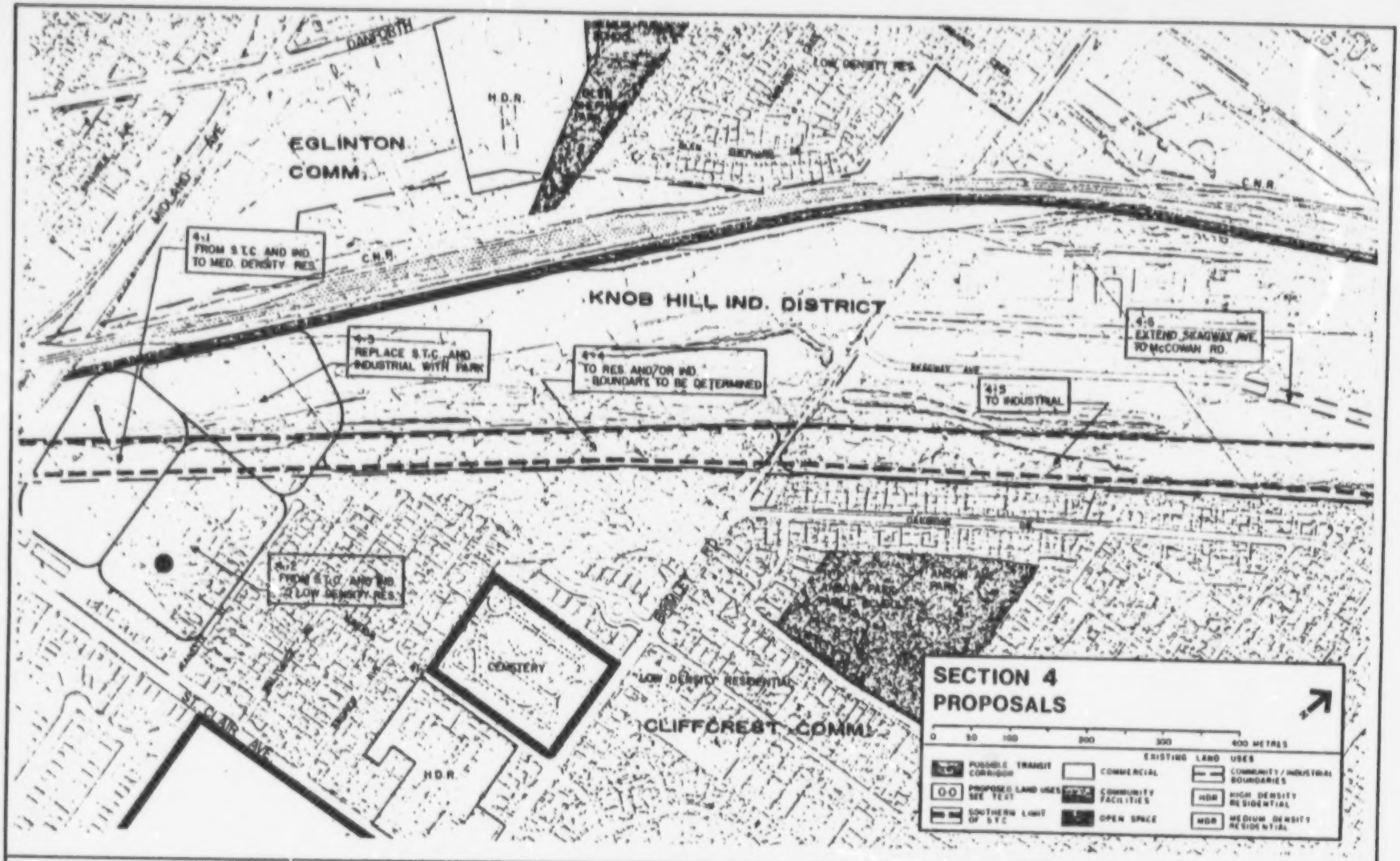
- Highway commercial uses, reflecting the existing Official Plan designation, would be well suited to the highly visible surplus parcel at the intersection of Midland and St. Clair, (Parcel 10 on Figure 11).

- close proximity to the GO station makes the area attractive to Higher Density Residential development. (Parcel 11 on Figure 11).

Scarborough has been acquiring additional land in the area south of the current Corridor designation for the development of a 2.6 ha (6.5 acres) neighbourhood park. It is anticipated that an application will be received in the near future for a housing development on land owned by Metro.

Retention of a 50.3 m (165 ft) corridor through this area would diminish the amount of land available for residential and/or industrial development.

10) Similarly, east of McCowan Road, Scarborough staff had recommended that by deleting the corridor designation and moving the GO ALRT corridor adjacent to the CNR line, the 14 ha (35 acre) triangle of CN owned land could be developed for low and medium density residential and park purposes, and integrated into the Cliffcrest Community (See Figure 13).


EGLINTON COMM.
KNOB HILL IND. DISTRICT
CLIFFCREST COMM.
CEMETERY
H.D.R.
C.N.R.
4-1 FROM S.T.C. AND IND. TO MED. DENSITY RES.
4-3 REPLACE S.T.C. AND INDUSTRIAL WITH PARK
4-4 TO RES. AND/OR IND. BOUNDARY TO BE DETERMINED
4-5 TO INDUSTRIAL
4-6 EXTEND SEAWAY AVE. TO McCOWAN RD.
4-7 FROM S.T.C. AND IND. TO LOW DENSITY RES.
SECTION 4 PROPOSALS
0 50 100 200 300 400 METRES
EXISTING LAND USES
POSSIBLE TRANSIT CORRIDOR
PROPOSED LAND USES SEE TEXT
SOUTHERN LIMIT OF S.T.C.
COMMERCIAL
COMMUNITY FACILITIES
OPEN SPACE
COMMUNITY / INDUSTRIAL BOUNDARIES
HIGH DENSITY RESIDENTIAL
MEDIUM DENSITY RESIDENTIAL

1984 SCARBOROUGH PROPOSALS - MIDLAND/ST. CLAIR

(EXTRACTED FROM THE SCARBOROUGH TRANSPORTATION CORRIDOR STUDY, AUGUST 1984)

0 100 200 300 metres

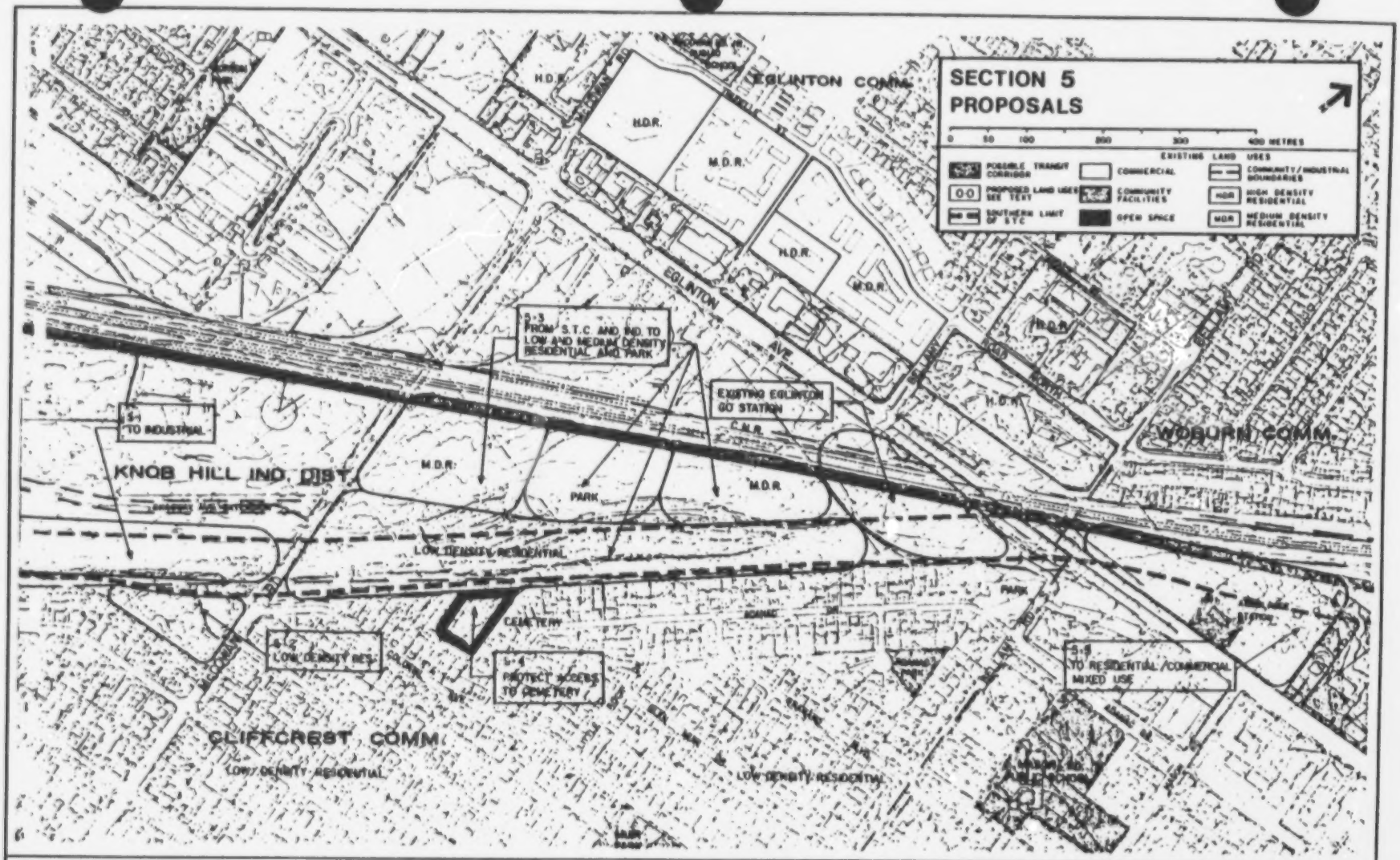
FILE No. W88056

SCARBOROUGH PLANNING DEPARTMENT

DATE MAY 3, 1989

FIGURE 12

FILE: STC5
BLOCK: STC-2



1984 SCARBOROUGH PROPOSALS EAST OF McCOWAN

(EXTRACTED FROM THE SCARBOROUGH TRANSPORTATION CORRIDOR STUDY, AUGUST 1984)

0 100 200 300 metres

FILE No. W88056

SCARBOROUGH PLANNING DEPARTMENT

DATE MAY 3, 1989

FIGURE 13

ACAD FILE: STC6
DISK: STC-2

The retention of a 50.3 m (165 ft) Corridor for any major transportation purpose, however, calls into question the wisdom of residential development, wedged between the CNR and a major transportation facility. Potential uses for this vacant parcel will have to be re-examined.

11) It should be noted that the exhibits in the Metro Report show the retention of approximately 10 m (33 ft.) of land, south of, and in addition to, the proposed 50.3 (165 ft.) Corridor to be retained through these areas.

The proposed planting of "buffer trees" are shown at the southern edge of this additional 10 m strip, beyond the identified "Corridor".

As well, in identifying "surplus" parcels for residential purposes east and west of Markham Road, substantial "buffer" areas are retained between the "surplus" parcel and the "corridor" to be retained.

12) At least 4 homes on Beachell Street and 9 homes on the north side of Dale Avenue would have to be purchased to complete the Corridor. Perhaps, with a substantially reduced corridor width, some of these houses could be saved.

13) As was the case in 1984, land uses and facilities east of Morningside Avenue remain uncertain. While the GO ALRT issue has been resolved, the question of local access roads to East Point Park and the Coronation Industrial District have not been resolved. Land should be retained in Metro ownership until these issues are resolved.

Metro staff have not attempted to deal with the difficult issue of designating land near the south end of Manse Road, between the possible local roads and the "Corridor", but suggest that "developers" may wish to combine parcels in this area in order to create more viable development opportunities.

The access requirements and longer term transportation options in this area should be resolved as quickly as possible to allow the large amount of surplus land to be appropriately designated and made available for development

4.4 Conclusions

If it is determined that some or all of the Metro lands are retained in conjunction with a Corridor or Special Study area, Scarborough and Metro staff should work together to produce a more compatible list of interim uses on a more site-specific basis, as a guide to the private sector. The

possibility of temporary industrial and commercial buildings should be explored further, as should the responsibility for the construction and maintenance of parks and trail systems.

Scarborough should amend its Official Plan to provide for interim uses within the Special Study Area, and a mechanism should be established for Scarborough to review all proposed interim uses.

It is assumed that all proposals for the use of surplus land will be subject to consultation between Metro and Scarborough and to the fair hearing process.

The size of surplus parcels should be re-examined however, in light of the actual need for a specific corridor width and for an additional 10 m (30 ft.) buffer strip.

5. COUNCIL'S OPTIONS

The Scarborough Transportation Corridor issue is one which has no clear-cut right or wrong solutions. Given the very long term nature of the solutions which would be implemented using the Corridor, it is not possible, at this time, to demonstrate the need for any facility in the Corridor. On the other hand, to act on very long term travel forecasts predicting that no facility will ever be needed requires a significant degree of confidence in those forecasts. Accordingly we have not attempted to continue the debate on precisely what the future travel volumes will be. Instead, we have tried to focus on the opportunities presented by the Corridor and the implications they might have for the urban fabric.

Council, in plotting its course forward from our present impasse with Metro, must assess whether any of the opportunities presented by the Corridor are worth the impacts and uncertainties created by preserving those opportunities. The opportunities must be measured in terms of the potential value of the Corridor in meeting our long term travel needs. The impacts must be evaluated in terms of destabilization of neighbourhoods, suppressed land values, loss of employment opportunities, and loss of taxes.

Council has a wide range of available options. The following commentary will describe three of those options in order to explore the range of possible responses to Metro's position on the Corridor.

The Metro Option

Scarborough Council has the option of supporting Metro entirely in its position on the Corridor. This would involve agreeing to the eventual purchase, by Metro, of all of the remaining Corridor lands.

For those who own vacant lands in the Corridor this would, in fact, end uncertainty by allowing them to sell their lands within the Corridor to Metro. Over the past number of years, Metro has been unable to purchase Corridor lands. Landowners have been unable to sell to Metro and also have found it difficult to dispose of their lands at fair market value to any other purchaser. They have been similarly frustrated in any attempt to develop their lands.

On the negative side, of course, this option continues the situation, for streets like Aylesworth and Clonmore, in which Metro is the landlord for many properties along the street. Home owners in the Corridor would have difficulty selling their properties to anyone other than Metro and would be discouraged from investing in their homes. This would have corresponding impacts on the properties across the street, for which Metro would not be a potential purchaser. In any discussion of sale of these homes, the prospective purchaser might presume eventual construction of the most damaging facility imaginable within the Corridor, and reduce the price offered accordingly.

In the built-up sections of the Corridor, Metro's approach has significant negative impacts on the Community and, yet, does little to actually create a Corridor. Even if all of the required homes are owned by Metro, there would still be tenants living on one side of the street and homeowners living on the other. It would still be very difficult for Metro to actually achieve a Corridor in which to build a major transportation facility in the future.

> If Council chooses this option, it must repeal Official Plan Amendment No. 643. (The Law Department has advised that since this Amendment has not been approved by the Minister of Municipal Affairs, or the OMB, it can be repealed without further notice.) Council should direct staff to enter into detailed discussions with Metro staff regarding the interim use of the Corridor. Such interim uses to be planned to maximize the financial return to Metro and the public benefits for the people of Scarborough.

The Present Scarborough Option

Scarborough Council has the option to continue the present Scarborough position, which is to request Metro to abandon its land acquisition plans and to dispose of all of the land which it owns within the Corridor.

This option would effectively end the uncertainty for landowners in the Corridor and for adjacent landowners and neighbourhoods.

> If Council wishes to confirm this option, it should reiterate its November 24, 1984 requests to Metro Council. The references to the GO-ALRT Corridor, however, should not be made, as this program no longer exists. Council should support the proposed southerly shifts of the CN right-of-way and encourage Metro to make the necessary land available to CN. This will help to protect for enhanced operation of the railway, in the long term. Council should support the sale of land to GO Transit for expanded commuter parking lots at the Scarborough, Eglinton, and Guildwood Stations. Council should request Metro not to dispose of the Corridor between Morningside Avenue and Kingston Road east of Manse Road until MTRCA's Environmental Assessment Study for the development of East Point Park has determined the access requirements for the proposed park. Metro should also be requested not to dispose of the land required for the Livingston Road connection to westbound Kingston Road.

The Intermediate Option

Scarborough Council could support the retention and acquisition of the lands east of St. Clair Avenue, where they are essentially vacant, and request Metro to abandon the Corridor west of St. Clair Avenue, where it is essentially developed. This approach would permit the owners of vacant land in the Corridor east of St. Clair Avenue, to sell to Metro. It would also return the houses in the developed areas west of St. Clair Ave. to private ownership, ending the uncertainty for these neighbourhoods. It should satisfy the City of Toronto that Metro is not going to build an expressway ending at its doorstep, in order to create the pressure for the extension of that expressway into the downtown (as in the case of the W.R. Allen roadway).

This approach would keep open the option for extension of either St. Clair Avenue, or Eglinton Avenue, to overcome potential bottlenecks on Kingston Road. The extension of St. Clair Avenue could accommodate the reserved transit lanes identified in Metro's 1988 report as one of the options to be protected. The protection of a 45.7 m (150 ft) CN Corridor keeps open the option for upgraded GO service or for some form of urban rapid transit continuing on into the City of Toronto.

If Council wishes to adopt this option, it should reaffirm Official Plan Amendment No. 643 which established the entire Corridor as a Special Study Area. Council should also reaffirm its request that Metro rescind the Metroplan designation of the Scarborough Transportation Corridor. This designation is appropriate until a more detailed policy framework and implementation plan can be developed. Council should also reaffirm its request that Metro rescind the Metroplan designation of the Scarborough Transportation Corridor. Council should direct staff to negotiate with Metro staff to develop a policy framework and implementation plan for the Special Study Area, based on the following:

- no expressway option to be maintained;
- Metro to dispose of its property west of St. Clair Avenue;
- Metro to be encouraged to dispose of its surplus lands east of St. Clair Avenue, as soon as possible, based on a basic width requirement suitable for an arterial road;
- transportation options and interim use policies are to be developed for the area east of St. Clair Avenue;
- the existing character of the area west of St. Clair Avenue, is to be preserved.

RECOMMENDATIONS:

That Scarborough Council:

1. Advise Metro Council and the Minister of Municipal Affairs that Scarborough Council continues to support Official Plan Amendment No. 643, (which deletes the Scarborough Transportation Corridor designation and replaces it with a Special Study Area designation) except that no reference should now be made to the proposed GO-ALRT Corridor.

2. Reaffirm its 1984 request that Metro rescind all portions of the Metropolitan Official Plan pertaining to the Scarborough Transportation Corridor.

3. Direct the appropriate City officials to undertake negotiations with Metropolitan Toronto staff to develop a policy framework and implementation plan for the Special Study Area comprised of the former Scarborough Transportation Corridor, based on the following Scarborough Council directions:

3.1 The expressway option is not to be maintained.

3.2 Metro is requested to dispose of its former Corridor lands west of St. Clair Avenue.

3.3 Metro is encouraged to dispose of its surplus lands, east of St. Clair Avenue, as soon as possible, based on a basic width requirement suitable to accommodate a future arterial roadway.

3.4 Metro's purchase of additional lands east of St. Clair Avenue is supported, subject to:

- further study of the transportation options being protected
- the identification of the specific land areas required
- the necessary O.M.B. and Environmental approvals.

3.5 For the Special Study Area east of St. Clair Avenue, the Metro and Scarborough Official Plans are to be amended to establish the policy framework for the protection of transportation options and for the interim use of the land.

3.6 West of St. Clair Avenue, the Scarborough Official Plan is to be amended to delete the Special Study Area designation and to establish policies for the preservation of the existing character of development.

4. Request Metro Council to defer any request for resumption of the Ontario Municipal Board hearing regarding the Scarborough Transportation Corridor, and to direct the appropriate Metro officials to co-operate with Scarborough staff in negotiating a policy framework and implementation plan for the Special Study Area comprised of the former Scarborough Transportation Corridor lands, in accordance with the foregoing recommendations.

W8805 6

The Municipality of
Metropolitan Toronto

Metropolitan Planning Department
City Hall, East Tower, 11th Floor
Toronto, Ontario, Canada M5H 2N1
Telephone: (416) 392-8788 Telex: 06-23472

THE MUNICIPALITY OF METROPOLITAN TORONTO 1953

March 3, 1989

PLANNING
MAR 6 1989
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C. OF PL. | G/A
EW | ED.
JMcL
RETURN TO FILE:

Mr. E.S. Watkins
Principal Planner - Transportation
City of Scarborough
Planning Department
150 Borough Drive
Scarborough, Ontario
M1P 4N7

Dear Mr. Watkins:

Re: Scarborough Transportation Corridor Study

We are pleased to provide you with the information you requested regarding the Scarborough Transportation Corridor (S.T.C.) Study in your letter of February 16, 1989.

(1) Regional Land Use Forecasts

M1-86 Population, Labour Force and Employment Projections for the years 1991, 2001 and 2011 for Toronto Census Metropolitan Area (C.M.A.) are summarized in Table 1 attached. The information is presented by 26 Major Planning Districts, 1 through 16 being within Metropolitan Toronto and 17 through 26 within the surrounding regions. Breakdown of the same information into municipalities within the Greater Toronto Area (G.T.A.) is not readily available.

(2) Trip Distribution Information

The results of the "Transportation Tomorrow Survey - TTS" have been forwarded to you previously.

(3) Metro Cordon Count Data

Auto vehicle and transit person trips, inbound and outbound directions for the a.m. and p.m. peaks and daily 17-hour periods are summarized in Tables 2.a through 2.g for the "Victoria Park", "Suburban East-Uxbridge Subdivision" and "East Metro Boundary" screenlines, from the results of Metropolitan Cordon Count Program conducted bi-annually between the years 1975 and 1987. Locations of the screenlines are shown in Map 1. Transit modal splits for each screenline has also been calculated for the 17-hour periods in each direction.

(4) MTO Support

As stated in our July 1988 report, the MTO currently has no official position with regard to the S.T.C. Following earlier correspondence between Messrs. G.H. Johnston, Asst. Deputy Minister and R.J. Bower, Metropolitan Commissioner of Planning, we held a meeting to discuss this issue with the MTO and GO Transit staff on October 31, 1985. At that meeting, Mr. Charles Meyers of MTO indicated that, although the Ontario Government could not take an official position at that time, Ministry staff were supportive of the protection of the Corridor for future transportation facilities.

(5) Property Ownership

Since 1984, Metropolitan Toronto acquired through purchase only the four specific properties which were approved for acquisition by the O.M.B. on November 6, 1984. These properties are shown in Exhibits 11 through 14 of our report (copies attached).

In addition, the rear portion of Mr. and Mrs. Gauvreau's property located east of Markham Road along the north side of Dunelm Street (shown in Exhibit 11), and Mr. Reznick's property located east of Manse Road along north side of Lawrence Avenue (shown in Exhibit 14) have been recently acquired through land exchanges.

We are currently compiling, with Metropolitan Roads and Traffic Department, an inventory of the properties purchased for the former Scarborough Expressway, but not declared surplus within the City of Toronto. We hope to provide details of these properties to you within two weeks.

(6) Confirmation of Expressway Option

Although the property requirements of an urban expressway have been assessed in our July 1988 report, an expressway would only make sense if it continued westerly into the City of Toronto to connect to the Gardiner Expressway.

(7) Details of Transit Options

There is no definite proposal, at this time, to implement a transit service along the S.T.C. However, various options to improve the transit service in the area could be considered if an arterial road is built within the Corridor. If a rapid transit service is required in future, a light rail transit line could be provided within the S.T.C. between Midland and Morningside Avenues which could feed Warden subway station via St. Clair Avenue. Another option would be to provide exclusive lanes along an arterial road within the Corridor for buses on north-south routes which could be expressed into Warden subway station.

A third possibility would involve implementation of LRT or exclusive bus lanes on Kingston Road and replacement of the lost road capacity with an arterial road within the S.T.C. This would be compatible with the concept for a Metro-wide Lakefront LRT system as shown in Map 2. Such a transit service could operate in an exclusive right-of-way for almost its entire length between Etobicoke Creek and East Point Park. At the rail crossing of Kingston Road at Livingston Road, two possible alternative LRT alignments could be considered; one along Kingston Road and the other utilizing the Scarborough Transportation Corridor.

An LRT line could be accommodated within the right-of-way for the corridor between Midland and Morningside Avenues as recommended in our July 1988 report. However, additional property protection would be required along those sections of the S.T.C. between Victoria Park Avenue and Midland Avenue and also east of Morningside Avenue to Manse Road to accommodate the above-noted Lakefront LRT line.

(8) Property Costs

The estimates for the market values of the Corridor lands owned by Metropolitan Toronto and those yet to be acquired have not been updated since 1985. We have, however, requested the Metropolitan Parks and Property Department to update the 1985 estimates. We hope to forward this information to you as soon as it becomes available.

(9) Construction Costs

Details of various site-specific issues related to the "Concept Plan" developed by Metropolitan Roads and Traffic Department, for a possible future arterial road within the Corridor have been examined and the results have been presented in Appendix A of our July 1988 report. It has been concluded that, connections of the proposed road facility with the crossing arterials would be feasible although, as noted in your letter, the cost of construction at some locations could be relatively high. However, we have not prepared cost estimates nor performed a detailed Benefit/Cost analysis for the arterial road concept at this stage.

I trust the above information will assist you in your review and analysis of the S.T.C. issue from a transportation planning perspective. Should you require any further information or clarification, please call.

Yours truly,

A.R. Gordon

A.R. Gordon
Director - Transportation Division

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